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ABSTRACT

This report presents testimony and prepared statements from witnesses who addressed the reauthorization of the Elementary and Secondary Education Act and the reform of Chapter 1. The primary question addressed at these hearings concerns how Chapter 1 can be reformed to better integrate and serve the needs of limited English-proficient students. Testimony is presented from Alan Ginsburg, Acting Assistant Secretary for Policy and Planning of the U.S. Department of Education; David Hornbeck, Chairman of the Commission on Chapter 1; Ethel Lowry, President of the National Association of State Coordinators of Compensatory Education; Phyllis McClure, Chairman of the Independent Review Panel for the National Assessment of the Chapter 1 Program; and Iris Rotberg, Senior Social Scientist of the Rand Institute on Education and Training. Among those contributing prepared statements are Xavier Becerra, California U.S. House Representative; Sherry L. Kolby, Executive Director of the National Association of Private Schools for Exceptional Children; and Donald M. Stewart, President of The College Board. (GLR)

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HEARING ON H.R. 6: REFORM PROPOSALS FOR CHAPTER 1

ED 362 611

HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND
VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC, FEBRUARY 25, 1993

Serial No. 103–15

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HEARING ON H.R. 6: REFORM PROPOSALS FOR CHAPTER 1

THURSDAY, FEBRUARY 25, 1993

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to call, at 10 a.m., Room 2175, Rayburn House Office Building, Hon. George Miller, presiding.

Members present: Representatives Miller of California, Sawyer, Unsoeld, Reed, Roemer, Becerra, Green, Woolsey, and Payne.

Staff present: Susan Wilhelm, staff director; Jane Baird, educational counsel; Jeff McFarland, subcommittee counsel; Diane Stark, legislative specialist; Margaret Kajeckas, legislative associate; and Thomas Kelley, legislative associate.

Mr. **Miller** of California. The committee will come to order for the purpose of conducting an oversight hearing on H.R. 6 dealing with the subject matter of Chapter 1.

We will begin this morning with our panel of experts on Chapter 1 beginning with Mr. David Hornbeck, the Chair of the Commission on Chapter 1 from Baltimore, Maryland; Dr. Alan Ginsburg, Acting Assistant Secretary for Policy and Planning, U.S. Department of Education; Ms. Phyllis McClure, Chair, Independent Review Panel, National Assessment of the Chapter 1 Program; Dr. Iris Rotberg, Senior Social Scientist, RAND Institute on Education and Training; and Mrs. Ethel Lowry, President, National Association of State Coordinators of Compensatory Education.

We welcome you to the hearing. After reading many of the reviews and studies that you have been involved in, I think that this panel presents a very exciting opportunity for this committee as we think about the reauthorization of Chapter 1 and, sort of, the challenges presented to us by you and your reviews and commissions. We have the potential to dramatically improve the impact of Chapter 1 funds.

We look forward to your testimony.

Mr. **Becerra**. Mr. Chairman, I would only add that for me it is a pleasure to serve here and be able to sit on this subcommittee. I welcome those here to testify. I am looking forward to hearing the testimony because I believe that we must do something to help Chapter 1 achieve its goal, and that is to help those who are in the poverty levels achieve educational achievement.

I don't believe that, at this stage, because Chapter 1 goes to so many kids and to so many schools to try to do so much that we are accomplishing with so many dollars what, we should do for so many kids that need it. I am looking forward to hear what reform is being proposed to make sure that Chapter 1 and bilingual education and all the other programs that we have at the Federal level can help to promote educational achievement for these kids.

[The prepared statement of Mr. Becerra follows:]

STATEMENT OF HON. XAVIER BECERRA, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Good morning. I would like to thank my distinguished Chairman, the congressman from Flint, Mr. Kildee, for calling this hearing to focus on the vital question of how best to serve our Chapter 1 kids. As we focus on the reauthorization of the Elementary and Secondary Education Act, we must keep in mind that we will be judged on how well we reform Chapter 1. This morning we will hear recommendations from a distinguished panel of experts. I look forward to hearing their suggestions, and I am particularly interested in learning of their suggestions for better ways to serve limited English proficient students.

I think this committee may well be judged by how well it changes Chapter 1 to better serve limited English proficient students. According to the 1990 census, 13.9 percent of all children ages 5-17—nearly one of every seven children of school age—spoke a language other than English at home. Between 1980 and 1990, the population of school-age children who usually speak a language other than English increased by 41.2 percent—compared with a 4 percent decline in school enrollment during the same period.

According to the Congressional Research Service, the total number of limited English proficiency students served by Chapter 1 is somewhere between 2.3 and 3.5 million. Many of these children are not receiving a quality education because of the lack of qualified bilingual teachers, a real shortage of textbooks and materials, and a lack of coordination between Chapter 1 and programs like Title VII, the Bilingual Education Act.

I'm anxious to hear from our distinguished panel how we can better integrate LEP students into Chapter 1, and I look forward to working with Chairman Kildee and my colleagues to implement these and other suggestions.

Mr. **MILLER** of California. I am sad to announce we won't have Republicans participating because they are at a party conference in Princeton.

STATEMENT OF DAVID HORNBECK, CHAIR, COMMISSION ON CHAPTER 1, BALTIMORE, MARYLAND

Mr. **HORNBECK**. I am pleased to appear and appreciate the opportunity. I appear on behalf of an independent, 28-member commission that I had the honor of chairing for the last 2 years that studied the Chapter 1 program.

Chapter 1 has had a long and illustrious history. It is, significantly, the Department's largest program, at $6.1 billion dollars, serving two-thirds of the Nation's schools.

It has enjoyed, properly, broad support from educators, child advocates, and political leaders. It has, over the course of almost three decades, created a context in which many young people from impoverished families made it successfully through school and into the workplace because of the extra help that they got.

The results, however, are also clear, that we have arrived at a moment in time when very significant changes are called for in the program if in fact we are going to build on that strong history. Nearly all of the gains—and they have been significant—between poor and rich, minority and non-minority kids, nearly all of them, have occurred at very low skill levels. Even today, few students that are the target of Chapter 1 actually master advanced skills. Parenthetically, the fact is that relatively few kids, whether they are poor or not, master advanced skills in the United States, a point which is also at the heart of dealing with some of these flaws in Chapter 1.

About 2 years ago, the gap, which for a number of years had begun to close, began to open up again. And the most recent available data suggests that minority and poor children are about a year behind other kids at grades four, 2 to 3 years behind at grade eight, and as much as 3 to 4 years behind at grade 12.

When we talk in norm-referenced sort of ways, it is measured against what is at a normative level, relatively low performance by kids in general. Two years ago, as a result of these data and the conviction that such results can be changed, we asked a group with broad and deep experience in education generally but particularly with respect to youngsters who have been historically Chapter 1 eligible to see whether we couldn't find a way to make the Chapter 1 program a more effective tool in closing the achievement gap.

It has become clear that while historically we have the luxury of throw-away kids from an economic perspective—never a moral perspective; but we know that the latter has not always been as compelling as it needs to be. But from an economic perspective, we need all the kids now. So it's presented to us this challenge.

Our experience told us that, despite congressional efforts to improve the program in 1988—and some very significant steps were taken—it simply wasn't beginning to meet the need. Times have changed, but in fact Chapter 1 has not changed enough with them. There are a sum of specific problems overall with Chapter 1. First, the program's emphasis on tying dollars to individual students is pushing schools to use practices, most notably pull-out programs and the extensive use of teacher aides that are not demonstrably contributing to the achievement level of kids.

Second, the mandated use of what turns out to be low-level, largely fill-in-the-bubble tests is creating an expectation level that drags achievement down.

Third, funds are distributed, in our judgment, too thinly to make sufficient difference in schools with heavy concentrations of poor kids.

And, fourth, the inventive system is a perverse one, often creating circumstances that, when schools progress, they lose dollars and those that gets worse get more dollars.

More important is a problem inherent in the categorical nature of the program itself and the premise on which Chapter 1 operates. The architects of Chapter 1 believe if students got a little more help with the basics, they would compensate for their poverty and that they would catch up. But experience has proved that this theory is at least inadequate. While this approach might have worked okay when the goal was limited to very basic skills, it doesn't work when talking about more complex skills. When the goals are higher, no matter how wonderful the special program, how dedicated the staff, or how well designed the materials, you can't pull a kid out of class for 25 or 30 minutes a day and make up for effects of what otherwise is a watered down instructional program the rest of the day, the week, and the year.

So the real question was: How do you take a program that has financed add-on services and turn it into an engine for improving schools that serve concentrations of poor kids in order to increase achievement across the board?

Our answer was that the program has to be overhauled from top to bottom. That is precisely a judgment that has been reached vis-a-vis schools in general in terms of their achievement. And part of what we are suggesting to the Congress is that, as this restructuring movement picks up speed across the United States, if we don't change Chapter 1 in a comparable fashion, we are, by definition, going to drive an increasingly deep wedge between those who have the means to restructure on their own and those who are bound within the confines of old Federal programs.

We have proposed an eight-part framework for a new Chapter 1 program that we think will in fact result in a very different way of operating.

First, States would be asked to set clear, high standards for what all students should know and be able to do. And they would be the same for all kids: rich and poor, minority and white.

Second, we have recommended the elimination of the low-level, norm-referenced tests. Instead we are suggesting that States be provided with assistance in their efforts to develop new assessments to measure whether students meet the standards. There are those that have suggested that that is, in a 1950 sense, Buck Rogers thinking. I would love to discuss that with you. I think that we are not only on the edge of it, but there are people already engaged in it; and it is not so far afield.

Third, instead of continuing to give parents useless information about what percentile their kids are in, we suggest we tell them how their students are progressing towards the standards, what the school is doing, and what they can do to help.

Fourth, we need to invest generously—we suggest at least 20 percent of the total Chapter 1 resources—in deepening the knowledge and skills of the professionals and paraprofessionals. We are asking people to do routinely what many don't do at all today. And that is not going to happen by sending them a directive that says, "You will be pleased to know you are part of an outcome-based consequences-driven, site-based, managed system. Let us know how it works out." We have got to help.

Fifth, funding should be concentrated more heavily in schools with concentrations of poor children. These dollars should be used to encourage States to reduce the substantial disparities within their own borders in the educational resources that are invested in different communities.

Sixth, current requirements that force schools to tie dollars to individual students should be eliminated so, too, should reverse incentives in the current law. Dollars should flow simply according to the enrollment of poor children.

Seventh, schools should continue to be encouraged to use dollars to coordinate health and social service delivery to students, issues not outside the educational system but central to achievement levels, particularly of poor students.

Eighth, schools should be held accountable for results. Those schools that make progress in getting larger numbers of students to the States' standards should be rewarded. Those not making progress should receive help. And those who persist to dramatically fail with students should face consequences.

We have proposed a wholly new framework for the education of disadvantaged children. One of the points that I would like to underline is that we don't see those eight components as eight separate pieces of a menu but rather an integrated whole that is comprehensive in its reach.

Some have suggested that the Commission has gone too far, that the changes that we propose are too big. We couldn't disagree more. In our experience, the educational system responds best to clear, unambiguous signals, not to half steps here and half steps there. We want the signal from Congress to school boards, teachers, and administrators across the land to be clear and unambiguous.

We want it to say, "You hold in your hands the keys to the future for poor and minority children. If you have high expectations for their achievement, if you establish clear standards for student work, employ instructional practices with demonstrated effectiveness and enlist parents and others in reducing barriers to learning, your students will achieve at much higher levels."

"You make the decisions on how to get students to high standards and how to spend your Chapter 1 money. Rather than second guessing your decisions, we are suggesting that the Congress should invest heavily in insuring that school knowledge and skills are at their peak and that you have adequate resources at your disposal and then hold you accountable for results."

Mr. Chairman, these are our recommendations. The Commission will be sponsoring several briefings over the coming weeks to discuss these recommendations in more detail. However, I will be happy to answer questions that you have now.

Thank you very much.

[The prepared statement of Mr. Hornbeck follows:]

Commission on Chapter 1

TESTIMONY BEFORE THE HOUSE EDUCATION AND LABOR
SUBCOMMITTEE ON ELEMENTARY AND SECONDARY EDUCATION

25 February 1993

David Hornbeck
Chairman, Commission on Chapter 1

Mr. Chairman and Members of the Subcommittee on Elementary and Secondary Education, my name is David Hornbeck. For the past two years I have had the privilege of chairing an independent, 28 member Commission studying the federal Chapter 1 program. I appreciate the opportunity to share with you a summary of the Commission's conclusions and recommendations. Our full report was submitted to the Committee on December 7, 1993.

As all of you know, Chapter 1 is the largest federal program at the elementary and secondary level. Last year, it distributed some 6.1 billion dollars to nearly two-thirds of the nation's schools. Chapter 1 is also a key element of the larger federal strategy to improve opportunities for poor children.

Chapter 1 has enjoyed strong support from educators, child advocates and political leaders. That support has been well deserved. Chapter 1 made possible the employment of thousands of dedicated professionals and paraprofessionals whose job it was to help poor children to master basic skills; the program also led schools to involve low-income parents in the education of their children as never before.

c/o American Association for Higher Education
One Dupont Circle, Suite 360
Washington, DC 20036-1110
Ph: 202/293-6440 Fax: 202/293-0073

And the results of this effort are clear in the many young people from impoverished families who made it successfully through school and into the workplace because of the extra help they got.

The results are also clear in achievement patterns over the past 15 years. Due in significant measure to the extra attention they received, poor and minority children have improved their performance on achievement tests. Indeed, in just over ten years, the gap between White and Black students narrowed by about one-half, while the gap between White and Latino students narrowed by about one-third.

However, nearly all of the gains among poor and minority children occurred at very low skill levels. Even today, few such students master more advanced skills. Moreover, beginning about two years ago, the gap began increasing again. The most recent available data suggest minority and poor children are about a year behind other children at grade 4, 2-3 years behind at grade 8, and 3-4 years behind at grade 12.

Two years ago, as a result of this data and the conviction such results can be changed, we asked a group with broad and deep experience--educators, child advocates, business leaders, and researchers--to see whether we couldn't find a way to make the Chapter 1 program a more effective tool in closing the achievement gap. We knew that the nation could not afford to continue squandering precious human resources: we need all of our young people to be fully productive. And we also knew that, in order to be fully productive, these young people need more than basic skills. They need to be able to think, to analyze, to communicate and to use their minds well. But our experience told us that, despite Congress' efforts to improve the program in 1988, it simply wasn't working. Times had changed, but Chapter 1 program had not changed with them.

We found a number of specific problems with Chapter 1.

- First, the program's emphasis on tying dollars to individual students is pushing schools to use practices--like pull-out programs and extensive use of teacher aides--that are not educationally sound.
- Second, the mandated use of low-level, fill-in-the-bubble tests is dragging instruction down to very low levels.
- Third, funds are distributed too thinly to make sufficient difference in schools with heavy concentrations of poor children.
- Fourth, the incentive system is perverse: schools that make progress lose dollars, while those that get worse gain.

More important, though, is a problem inherent in the very categorical nature of the program itself and the premises on which Chapter 1 operates. The architects of Chapter 1 believed that, if students just got a little extra help with the basics, we could "compensate" for their poverty and they would catch up with their peers.

But our experience has proved that this theory is at least inadequate. While this approach might have worked okay when the goal was limited to very basic skills, it doesn't work at all with more complex skills. When the goals are higher, no matter how wonderful the special program--how dedicated the staff or how well-designed the materials--you cannot compensate in 25-30 minutes a day for the effects of watered down instruction the rest of the school day, week and year. Like an addition to a house on a crumbling foundation, such add-ons can never achieve their purpose. If we want all of our youngsters to master high level knowledge and skills, we must build good schools--not simply good programs.

So the real question for our Commission was: How do you take a program that has financed add-on services and turn it into an engine for improving whole schools that serve concentrations of poor children and increase their achievement? Our answer was that the program had to be overhauled from top to bottom.

We have proposed an eight part Framework for a new Chapter 1 program:

- First, states would be asked to set clear, high standards for what all students should know and be able to do. These would be the same for all students: poor and rich, minority and white.
- Second, eliminate the requirement for low-level norm-referenced tests. Instead, provide states with resources to aid in their efforts to develop new assessments to measure whether students meet the standards.

- Third, instead of continuing to give parents useless information about what percentile or stanine their children are in, tell them how their students are progressing toward the standards, what the school is doing, and what they can do to help.
- Fourth, invest generously--at least 20% of the total Chapter 1 resources--in deepening the knowledge and skills of the professionals and paraprofessionals in schools with concentrations of poor children. These schools and the adults within them need help.
- Fifth, funding should be concentrated more heavily in schools with concentrations of poor children. Also, these dollars should be used to encourage states to reduce the substantial disparities within their borders in the educational resources invested in different communities.
- Sixth, current requirements that force schools to tie dollars to individual students should be eliminated; so, too, should reverse incentives in the current law. Dollars should flow simply according to the enrollment of poor children.
- Seventh, schools should continue to be encouraged to use dollars to coordinate health and social service delivery to students.
- Eighth, schools should be held accountable for results. Those that make progress in getting larger numbers of students to state standards should be rewarded.

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Those that do not make progress should receive help and consequences should be more severe over time.

In the end, what we have proposed is a wholly new framework for the education of disadvantaged children. It has eight parts, all carefully linked together and described in far more detail in our report.

Some have suggested that the Commission has been too bold--that the changes we propose are too big. We wholeheartedly disagree. In our experience, the educational system responds best to clear, unambiguous signals--not to half-steps here and half-steps there. We want the signal from Congress to school boards, teachers and administrators across the land to be clear and unambiguous:

> You hold in your hands the keys to the future for poor and minority children. If you have high expectations for their achievement, establish clear standards for student work, employ instructional practices with demonstrated effectiveness, and enlist parents and others in reducing barriers to learning, your students absolutely will achieve at much higher levels.
>
> You make the decisions on how to get students to high standards and how to spend your Chapter 1 money. Rather than second guessing your decisions, we will invest heavily in assuring that your knowledge and skills are at their peak and that you have adequate resources at your disposal, and then hold you accountable for results.

Mr. Chairman, these are our recommendations. I will be happy to answer any questions.

Mr. **Miller** of California. Thank you. We will take the rest of the testimony.

STATEMENT OF ALAN GINSBURG, ACTING ASSISTANT SECRETARY FOR POLICY AND PLANNING, U.S. DEPARTMENT OF EDUCATION, WASHINGTON, DC

Mr. **Ginsburg**. Thank you. I am pleased today to highlight the major findings of our final report which is entitled "Reinventing Chapter 1."

Accompanying me today are Adriana de Kanter, who directed a dozen major studies as part of the national assessment; and Mary Jean LeTendre, the Acting Assistant Secretary for Elementary and Secondary Education. We wish to thank the committee for its support in giving us the resources to produce this comprehensive set of studies.

I would like to address three issues: How well is Chapter 1 working; why do we need to reinvent Chapter 1; and what are the possible new directions.

In considering the effectiveness of Chapter 1, it is worth remembering the circumstances of low-income children when Chapter 1 was still in its infancy. During the 1970s, Chapter 1 helped draw attention to the needs of at-risk students and helped provide the extra resources required for these students to begin to catch up to their more advantaged peers.

Chapter 1 has helped close the learning gap between disadvantaged and more advantaged students. From 1970 to the mid-1980s, the learning gap between whites and minorities was cut by over one-third. For the most part, these gains were in basic skills, the focus of Chapter 1 instruction.

The 1988 Hawkins-Stafford Elementary and Secondary School Improvement Amendments legislated innovative reforms that moved the program toward performance-based accountability for Chapter 1 schools and students. In terms of its reform agenda, Congress demonstrated foresight in holding Chapter 1 projects accountable for improved performance.

However, since 1988, the Nation has moved quickly and with purpose to reform education generally, outpacing the Hawkins-Stafford reforms. The country has set national education goals for all children to attain by the year 2000. The States are beginning to undertake fundamental reforms in curriculum and instruction aligned with attaining the goals. The Chapter 1 program has not changed in fundamental ways in light of these new reforms.

Most important, we find the program today does not appear to be helping to further close the learning gap between Chapter 1 participants and non-participants. For the first time in a decade and a half, the Congress mandated a longitudinal study of a chapter to assess whether Chapter 1 students were learning. While the data are for only one year, the evidence is consistent in showing that students receiving Chapter 1 services as currently configured are not progressing.

In particular we found that overall Chapter 1 participants did not improve their relative standing in reading and math. Chapter 1 participants did not improve on standardized tests or on criterion-referenced objectives any more than non-participants who are similar in background and similar in prior achievement. The percentile rankings of students in high-poverty schools—in this case those are 75 percent or more of poor children—relative to students nationally declines at higher grades.

In particular, students in these schools in the first grade start out at the 33rd percentile. By the fourth grade they may fall to 28th percentile in reading. And we found by the 8th grade, students in very high-poverty schools are now at about the 22nd percentile in the Nation.

So instead of closing the gap, we are going in the wrong direction. There are several reasons why fundamental changes in Chapter 1 are necessary in order to turn around student performance. First, Chapter 1 currently works on the margins focusing primarily on basic skills. It adds, generally, 30 minutes a day. But many of the children who are participating in Chapter 1, about 70 percent, are pulled out of regular instruction in order to get this 30 extra minutes. So, on average, Chapter 1 is providing only about 10 minutes of extra instruction each day.

Secondly, the program is poorly targeted on the neediest schools and communities. Almost all districts in the country receive Chapter 1 funds, and almost two-thirds of all public schools participate in Chapter 1. At the same time, we find that the average achievement of all students in high-poverty schools is about the same as the Chapter 1 participants in low-poverty schools.

Third, the needs of students in high-poverty schools are great. For the first time information from our Prospects, which is a longitudinal study of 30,000 students, is available. We were able to compare, against all the national goals, all six of the goals how children in high-poverty schools compare versus children in low-poverty schools. We find students in the highest poverty schools in the Nation have very severe needs compared to the others.

Fourth, the program lacks high absolute standards of performance that could drive the rest of the program. One consequence of the absence of high standards for all students is that an A student in the seventh grade in a high-poverty school would be equivalent to a C student in a low-poverty school when measured against standardized test scores.

It is no wonder that parents in high-poverty schools don't hold the schools accountable because they think their students are doing well. They are getting high grades; but when measured against independent standards, the students are not doing as well as their grades would indicate.

Fifth, the program emphasized compliance with Federal regulations more than assistance to improve program quality. And looking at new directions, we conclude that operating as a separate supplemental program, Chapter 1 has gone about as far as it can go in raising the skills of at-risk students.

If we are to expect the children served by Chapter 1 to reach the National education goals, changes in the program will have to occur. The core of these changes should be high standards, the same high standards expected for all children.

We found in our study that, while the average school might score in the 30th percentile, if it had 75 percent or more poor kids, some schools would score in the 50th or 60th percentile. In other words, some schools are succeeding with these kids. Other schools are not. We should demand that all schools achieve the same high standards that some schools are achieving.

However, it will not be enough to establish high standards and expect improvements to happen. Chapter 1 needs to support schools in implementing reforms through intensive staff development and assistance. Chapter 1 tests need to be aligned with State testing systems. That is not permitted now under present programs because of the national testing requirement. We need to monitor and enforce the program in terms of continuous progress not in terms of compliance. And we need to integrate education in social services in high-poverty schools to address all six goals.

We also recommend that Chapter 1 funds be concentrated in high-poverty schools. One option would be to create a set of priority schools in which we recognize that maybe the school can't go on by itself and solve all the kids problems, that we have to integrate services and address all the goals in the schools.

Further, Chapter 1 should offer resource flexibility in exchange for accountability. We should hold schools accountable for outcomes and give them the freedom and flexibility to use their inputs and the Federal resources in the way they know best.

The assessment itself goes on to describe 10 new directions which I will be happy to discuss during questioning.

In summary, the evidence from our report indicates that, without the fundamental changes, the children who are Chapter 1's primary concern will be left behind in the Nation's efforts to raise student achievement and to attain the national education goals. Chapter 1 must become a strong partner, indeed a leader, in national efforts under way to transform American education.

Thank you.

[The prepared statement of Mr. Ginsburg follows:]

Testimony on the National Assessment of Chapter 1 Final Report Reinventing Chapter 1: The Current Chapter 1 Program and New Directions

submitted by
Alan L. Ginsburg
Acting Assistant Secretary

Office of Policy and Planning
U. S. Department of Education

February 25, 1993

Mr. Chairman and Members of the Subcommittee, I am pleased to highlight major findings of the current Chapter 1 program and new directions, as described in the final report of the National Assessment of Chapter 1, **Reinventing Chapter 1: The Current Chapter 1 Program and New Directions.** Accompanying me today are Adriana de Kanter, who directed the assessment, and Mary Jean LeTendre, Acting Assistant Secretary for Elementary and Secondary Education. We wish to thank the Committee for its support in giving us the resources to produce this comprehensive set of studies on this most critical federal program. The report has benefitted from the advice and deliberations of the Independent Review Panel. The options presented in the final report are meant for consideration and are not necessarily recommendations of the Department of Education.

Chapter 1 accounts for about one-fifth of the Department of Education's entire budget. It serves 5.5 million children, one in nine children in the nation. Predominately a program for elementary school students, about 70 percent of Chapter 1 participants were in grades 1-6 and another 16 percent in the middle schools grades of 7-9, in FY 1990-91.

My statement presents findings around three central issues:

- How well is Chapter 1 working?
- Why do we need to reinvent Chapter 1?
- What are possible new directions?

How Well is Chapter 1 Working?

In considering the effectiveness of Chapter 1, it is worth remembering the circumstances of low income children when Chapter 1 was still in its infancy. During the 1970s, Chapter 1 helped draw attention to the needs of at-risk students and helped provide the extra resources required for these students to begin to catch up to their more advantaged peers.

Chapter 1 has helped close the learning gap between disadvantaged and more advantaged students. To illustrate, from 1970 to the mid-1980s, the learning gap between whites and minorities was cut by over one-third. For the most part these gains were in basic skills, the focus of Chapter 1 instruction.

The 1988 Hawkins-Stafford Elementary and Secondary School Improvement Amendments legislated fundamental and innovative reform that moved the program toward performance-based accountability for Chapter 1 schools and students. Through these amendments, Congress continued to support the use of a large-scale categorical program to meet the needs of educationally disadvantaged children, but also made it clear that the success of compensatory education is measured in the regular academic program.

In terms of its reform agenda, Congress was prescient in holding Chapter 1 projects accountable for improved performance. It also sought to provide the supports needed to implement change within the program.

- Chapter 1 program improvement has directed greater attention and *accountability* to ensuring that Chapter 1 children show progress in acquiring basic and advanced skills.
- Schoolwide projects have afforded much greater *flexibility* in schools with high concentrations of poor children. Greater flexibility is reflected as well in the regular Chapter 1 program with increased use of in-class instruction and multiple models operating within schools.
- Chapter 1 teachers are now among the *best credentialed*, surpassing regular classroom teachers in their advanced degrees.
- Chapter 1 programs have begun to incorporate teaching *advanced skills* along with basic skills.
- Activities to involve parents in their children's schooling have increased and principals are reporting *greater parent involvement*. The new Even Start program that focuses on intergenerational literacy is showing *impressive results* in improving the school readiness of the children served.

However, since 1988 the nation has moved quickly and with purpose to reform education generally, outpacing the Hawkins-Stafford reforms. The president and the nation's governors set National Education Goals for all children to attain by the year 2000. The states are beginning to undertake fundamental reforms in curriculum and instruction aligned with attaining the goals (Chart 1). We are learning more and more about how schools improve and what is needed to support improvement.

The Chapter 1 program has not changed in fundamental ways, especially in light of new reforms. The Assessment has identified a number of flaws in current program design and operations that together combine to diminish program effectiveness. Most importantly the program today does not appear to be helping to further close the learning gap.

For the first time in more than 15 years, the congressionally-mandated longitudinal study of Chapter 1 provides gain scores on the performance of Chapter 1 students. Although the data are for only one year, *the evidence is consistent in showing that students receiving Chapter 1 services, as currently configured, are not progressing*.

Keeping in mind that Chapter 1 is not a uniform program and that averages mask individual outstanding projects,

- Chapter 1 participants did not improve their relative standing in reading or math in the fourth grade or in math in the eighth grade; only eighth grade reading participants showed improvements (Charts 2, 3, 4, 5).
- Chapter 1 participants did not improve on standardized tests or on criterion-referenced objectives any more than nonparticipants similar in background and prior achievement.
- The percentile ranking of students in high-poverty schools relative to students nationally declines at higher grades, indicating that schools are not able to close the learning gap. In reading, students in schools with 75 percent or more poor children score at the 33rd percentile in the first grade, the 28th percentile by the fourth grade and the 22nd percentile by the eighth grade (Chart 6).

Why Do We Need to Reinvent Chapter 1?

There are several reasons why fundamental changes in Chapter 1 are necessary in order to turn around student performance:

First, Chapter 1 currently *works on the margins*, focusing on basic skills. Chapter 1 instruction is generally 30 minutes a day but adds only an average of about 10 minutes extra instructional time. Extended learning opportunities through before- and after-school programs and summer school are rare (9 percent and 15 percent of programs, respectively).

Second, there is *poor targeting* of Chapter 1 resources on the neediest schools and communities. Almost all districts (93 percent) receive Chapter 1 funds and 60 percent of all public schools participate in Chapter 1. At the same time:

- Fourteen percent of high-poverty elementary schools, and one-third of low-achieving children (those scoring below the 35th percentile) in high-poverty elementary schools do not receive Chapter 1 services.

- The average achievement of all students in high-poverty schools is about the same as Chapter 1 participants in low-poverty schools. Chapter 1 students in the high-poverty schools score well below other Chapter 1 participants (Chart 7).

Third, the *needs of students in high poverty schools are great*. For the first time, information from the Prospects longitudinal study is available on how well students in high-poverty (75 percent or more poor children) and low-poverty schools (less than 20 percent poor children) compare against the six National Education Goals (Chart 8). Students in the highest poverty schools in the nation have severe needs across all the goals. These students require comprehensive interventions that cannot be provided unless Chapter 1 funds are more concentrated.

Fourth, the program *lacks high absolute standards of performance* that could drive the rest of the program. It is not enough to require a focus on higher-order skills; these should be linked to enriching, challenging curricula. The measure of performance, annual change scores on standardized tests, fails to measure absolute performance levels. Moreover, over half the states require only that achievement gains exceed zero, the statutory minimum. One consequence of the absence of high standards for all students is the Prospects finding that an "A" student in the seventh grade in a high-poverty school would be a "C" student in a low-poverty school when measured against standardized test scores (Chart 9).

Fifth, the program *emphasizes compliance with federal regulations* more than assistance to improve program quality. For example, federal monitoring guidelines for state and local evaluation results include checklists to determine whether all grades, subjects, and skills levels were tested and whether testing security procedures were followed. States are often cited for delays in submission of state performance reports. Yet monitoring checklists do not promote examination of whether meaningful results are produced.

What Are Possible New Directions?

Operating as a separate supplemental program, Chapter 1 has gone about as far as it can go in raising the skills of at-risk students. If we are to expect the children served by Chapter 1 to reach the National Education Goals adopted by the president and the nation's governors in 1990, fundamental changes will have to occur. The core of these changes should be:

- High standards--the same high standards expected of all children. To be effective, Chapter 1 must be aligned through its curriculum, instruction, and assessment with curricular and performance standards expected of all students and schools.
- Strategies that promote high standards. It will not be enough to establish high standards and expect improvements to happen. Chapter 1 needs to support schools in implementing reforms through:

-- intensive staff development and assistance

-- alignment of Chapter 1 tests with improved state testing systems

-- monitoring and enforcement that focus on continuous progress

-- integration of education and social services in high poverty schools to address all six goals.

o Concentrated funding to high-poverty schools. Resources will be insufficient if we continue to spread them across virtually all school districts.

o Resource flexibility in exchange for accountability for progress toward standards. Conditions placed on the flexible use of resources will ensure appropriate accountability and thereby protect the neediest students.

Ten new directions are as follows:

1. **Encourage performance standards for Chapter 1 schools that are keyed to curriculum frameworks and promote voluntary service delivery standards.** The Chapter 1 program should be a model that adheres to the highest standards for curriculum and instruction, driving the strategies of other education programs, rather than one that follows outdated methods or lags behind national reforms.

   The data from our Prospects study show that the overall achievement of students in some schools far exceeds national averages, even among the poorest schools in the country (Chart 10). If some very high poverty schools can achieve rates of performance in the 50th and 60th percentile range, then other similar schools should be assisted to achieve higher performance levels.

Options for consideration include:

o Requiring all states to adopt challenging curriculum frameworks and performance standards.

o Entering into a *compact* when states have such standards in place to give them increased flexibility in aligning Chapter 1 with larger reform efforts.

o Providing incentives for adoption of service delivery guidelines.

2. **Treat states differentially by expanding their flexibility in the use of resources in exchange for performance accountability tied to standards.** Among such options would be the following:

- Permitting schoolwide approaches in schools with less than 75 percent poverty only in those states or school districts that develop and ensure high standards for student performance tied to state frameworks.

- Broadening the flexibility allowed in schoolwide projects by loosening the strings on other categorical funds along with Chapter 1 funds. This would be in exchange for school plans indicating how the resources would be used to improve student performance.

3. **Collaborate on education and social services to address the multiple needs of students attending high-poverty schools.** Options would include:

   - Targeting additional Chapter 1 resources directly to high-poverty *"priority schools"* to support integrated services to address the six National Education Goals.

   - Support technical assistance, networking, and rigorous evaluation to increase communities' capacity to organize and deliver high-quality services.

4. **Remove barriers to program participation by students with limited English proficiency (LEP).** Options for addressing this problem would include:

   - Revising or eliminating the requirement that LEP students be selected for services on the basis of educational deprivation distinguishable from limited English proficiency.

   - Along with expanding access to Chapter 1 for LEP students, requiring assurances that Chapter 1 staff have appropriate skills for instructing these students.

5. **Apply new knowledge about extending learning time, effective secondary school instruction, and intensive staff development to Chapter 1 services.** Options would include the following:

   - Earmarking funds for comprehensive programs for at-risk secondary school youth that integrate academics with practical training, and that equip participants to succeed in gatekeeper courses such as algebra and geometry.

   - Funding districts or schools to support long-term Chapter 1 staff development through mechanisms such as external networks, institutes, and university centers.

6. **Enlisting parents as full partners in their children's education by informing them of their school's performance through annual school profiles; underscoring reciprocal responsibilities through joint parent-school contracts; and assisting parents who need help.** Options would include:

- Requiring or encouraging annual school performance profiles that report on progress toward achieving academic performance standards and the national goals.
- Encouraging parent-school contracts that, while not legally enforceable, clarify the mutual responsibilities of parents and schools to support student learning.
- Providing guidance to Even Start grantees on designing instructional strategies for working with multi-problem families and adults who have low-level skills and on strategies for retaining these families in the program.

7. **Provide equitable and appropriate learning opportunities for all Chapter 1 participants including students who attend religiously affiliated schools and migrant students.**

- Options for improving services to religiously affiliated school students include strengthening regulations governing coordination and consultations, including consideration of the use of third-party contractors in formulating plans; and strengthening the complaint review process through clarifying the grounds for filing complaints.
- Options for improving services to migrant students include directing more funds to currently migratory students; requiring districts to offer Migrant-funded services only after equitably sharing Chapter 1 Basic Grant funds; and holding states accountable for the performance of migratory students on the same basis as schools are held accountable for other Chapter 1 students.

8. **Align Chapter 1 testing with state testing systems that are matched with new curriculum frameworks as they become available.**

Based in part on the work of the Advisory Committee on Testing in Chapter 1, possible options include:

- Decoupling national evaluation of Chapter 1 from evaluation at the state level and initiating a national evaluation strategy using a sample of students.
- Permitting states to choose to hold schools accountable for improving the performance of successive groups of students at critical grade levels, instead of annual changes in test scores of individual students tracked from year to year.

9. **Using assistance, innovation, monitoring, and incentives to support continuous progress in all Chapter 1 schools and intensive intervention in schools needing improvement.** To support more intensive efforts, the following options could be considered:

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- Supporting the identification, evaluation, and recognition of promising and innovative practices through rigorous demonstrations of effectiveness.

- Consolidating the federal resources that support specialized technical assistance in order to support broader customer-driven assistance.

- Adopting a state inspectorate strategy in Chapter 1, for those schools in need of improvement, that taps the expertise of exemplary teachers and administrators as monitors.

10. **Directing resources to the neediest communities and schools and modifying Chapter 1 formula provisions to improve accuracy.**

Some alternatives for the Chapter 1 formula are as follows:

- Increasing the targeting of Chapter 1 funds on highest-poverty communities and schools.

- Updating the decennial poverty counts to reflect the most current state-level information.

- Adjusting for state differences in the cost of education by narrowing the permissible range of the per pupil expenditure index or by substituting a teacher salary index.

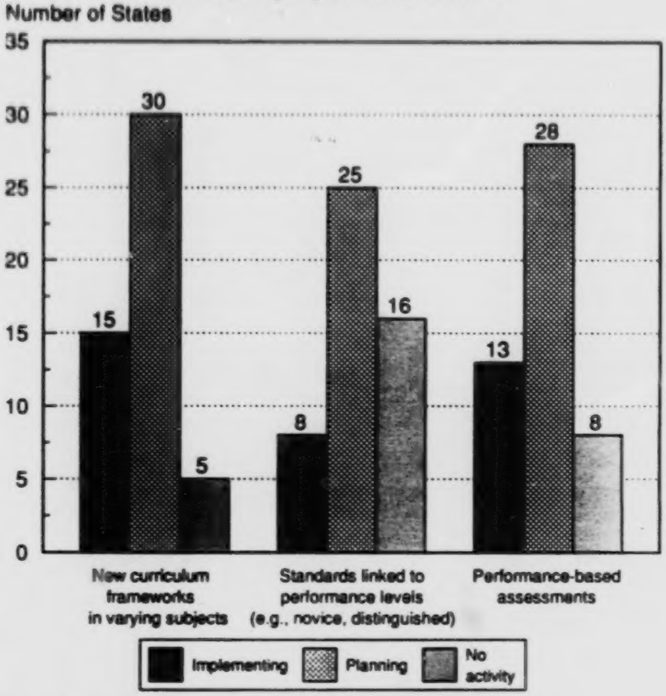
Concluding Statement

The National Assessment of Chapter 1 has examined the program in the context of the needs and performance of Chapter 1 students and schools, and the changed demographic and economic situation facing the United States today. Chapter 1, however, was created almost 30 years ago to address the circumstances of that time; it must be redirected to meet the needs of today's disadvantaged students and to be responsive to future reforms.

The evidence indicates that, without fundamental changes, the children who are Chapter 1's primary concern will be left behind in the nation's efforts to raise student achievement and to attain the National Education Goals. Chapter 1 must become a strong partner, indeed a leader, in national efforts underway to transform American education.

Chart 1

Status of New Curriculum Frameworks, Standards, Assessment, and State Monitoring Systems, 1992-93



Note: Data are for the 50 states, the District of Columbia, and Puerto Rico. In some cases, no information was available, so the data do not sum to 52.

Exhibit reads: Fifteen states are implementing new curriculum frameworks.

Source: Status of New State Curriculum Frameworks, Standards, Assessments, and Monitoring Systems (Pechman & LaGuarda, 1993).

curfram drw

Chart 2

Reading Scores, Third to Fourth Grade, of All Students and Chapter 1 Participants

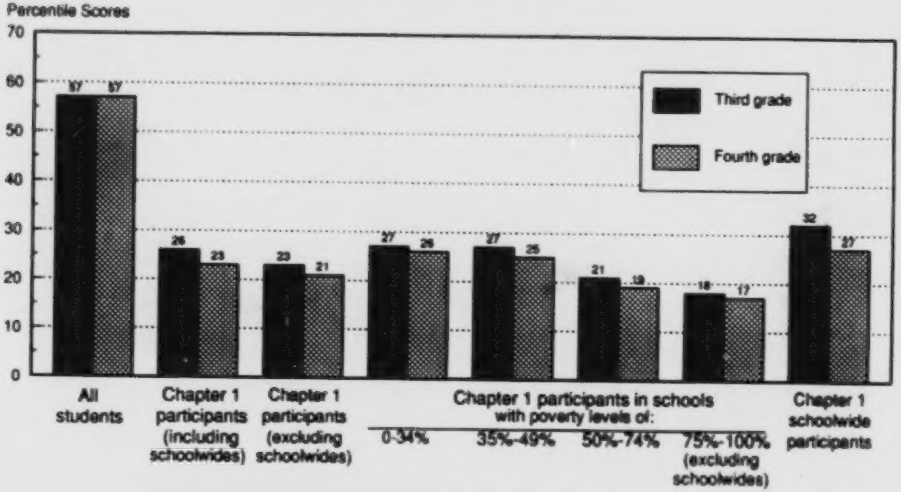


Exhibit reads: The reading scores for Chapter 1 participants in the third and fourth grades were in the bottom quarter for students nationally. Chapter 1 students in high-poverty schools had the lowest scores.

Source: Prospects (Abt Associates, 1993).

3rd4th_1.drw

Chart 3
Math Scores, Third to Fourth Grade, of All Students and Chapter 1 Participants

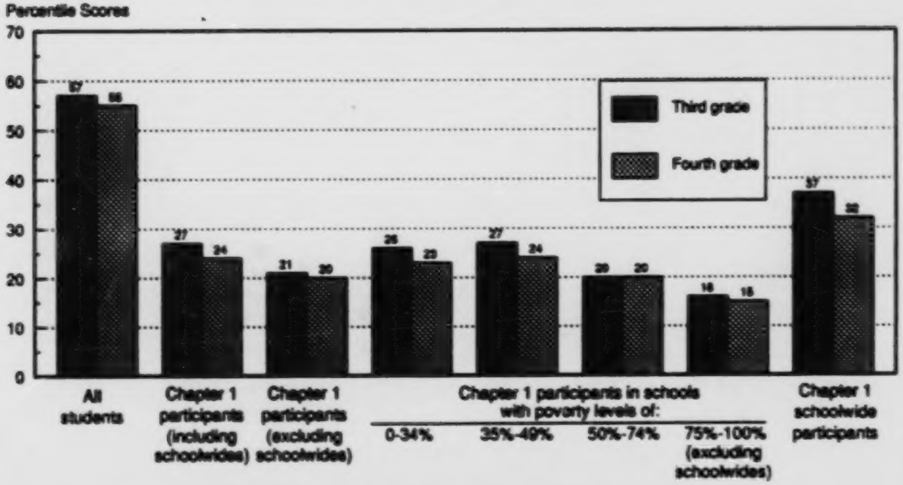


Exhibit reads: Chapter 1 participants in the third and fourth grades scored among the bottom quarter of all students nationally on math standardized tests. Their relative standing did not improve from third to the fourth grade. Performance was lowest among Chapter 1 participants in high poverty schools.

3rd4th_2.drw

Source: Prospects (Abt Associates, 1993).

Chart 4

Reading Scores, Seventh to Eighth Grade, of All Students and Chapter 1 Participants

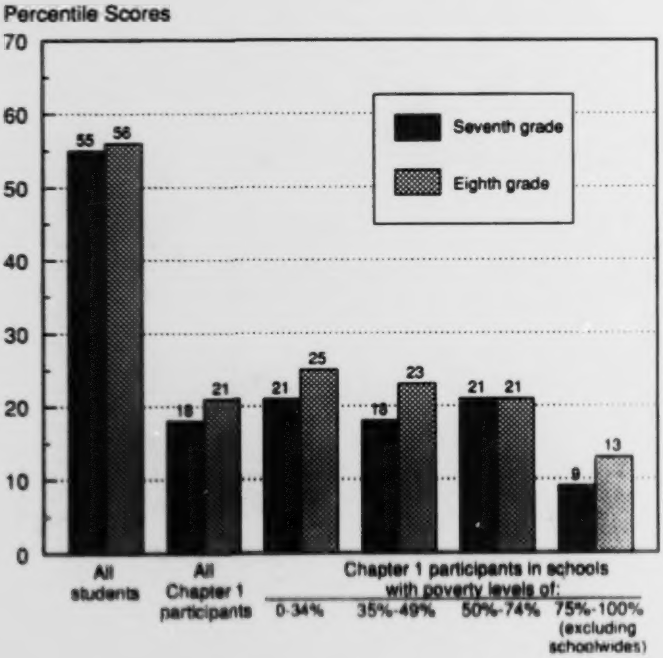


Exhibit reads: The reading scores for Chapter 1 participants in the seventh and eighth grades were in the bottom quarter for students nationally, although the scores generally improved from seventh to eighth grade. Despite this improvement, Chapter 1 participants in the highest poverty schools scored only at the 13th percentile.

Source: Prospects (Abt Associates, 1993).

7th8th_1 drw

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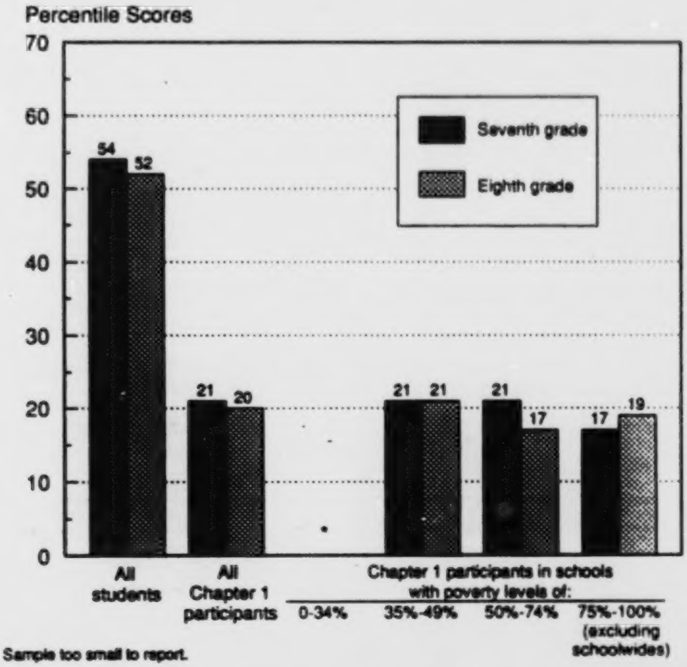
Chart 5

Math Scores, Seventh to Eighth Grade, of All Students and Chapter 1 Participants



* Sample too small to report.

Exhibit reads: Chapter 1 participants in seventh and eighth grade scored in math among the bottom quarter of students nationally. Chapter 1 participants generally did not improve except in the highest poverty schools.

Source: Prospects (Abt Associates, 1993).

7th8th_2 drw

Chart 6

Achievement Scores in Percentiles, by Level of School Poverty: Grades 1, 2, 3, 4, 7, and 8

Grade	Reading, by Level of School Poverty					
	All Schools	0-19%	20%-34%	35%-49%	50%-74%	75%-100%
1--Fall '91	51	60	58	50	45	33
3--Spring '91	57	66	60	55	47	30
4--Spring '92	57	67	60	55	46	28
7--Spring '91	55	66	64	50	38	21
8--Spring '92	56	65	65	50	40	22
Math, by Level of School Poverty						
Grade	All Schools	0-19%	20%-34%	35%-49%	50%-74%	75%-100%
1--Fall '91	55	66	64	50	46	34
3--Spring '91	57	66	60	53	52	33
4--Spring '92	55	65	57	52	46	29
7--Spring '91	54	65	61	50	42	24
8--Spring '92	52	63	60	46	41	24

Exhibit reads: On the fall reading test, first graders in low-poverty schools on average performed better than 60 percent of students in the nation.

Note: Percentiles should be interpreted as scoring above a given percentage of students nationally.

Source: Prospects (Abt Associates, 1993).

Chart 7

Reading Scores for All Students and Chapter 1 Participants, by Level of School Poverty: Fourth Grade, Spring 1992

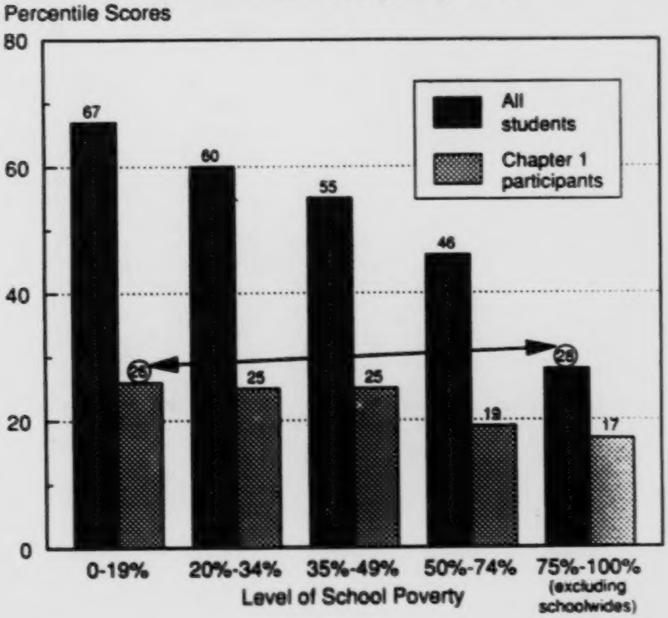


Exhibit reads: Students in high-poverty schools typically score about the same as Chapter 1 participants in lower-poverty schools. Chapter 1 students in the high-poverty schools score well below other Chapter 1 participants.

Source: Prospects (Abt Associates, 1993).

allread drw

Chart 8

High-Poverty Schools and the National Education Goals

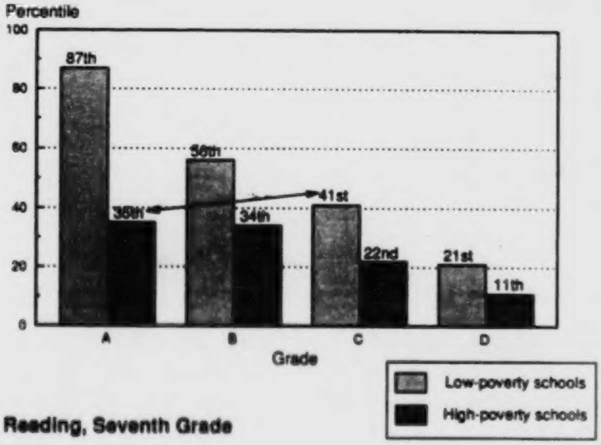
Comparing the performance of students in high-poverty schools (75 percent or more poor children) with their counterparts in low-poverty schools (less than 20 percent poor children) against the National Education Goals:

- *Goal 1*: More than a fifth of the first-graders in high-poverty schools are perceived by their teachers as having general health problems, almost twice the percentage in low-poverty schools.
- *Goal 2:* Eighth graders in high-poverty schools (50 percent or more poor) are 57 percent more likely to leave school by grade 10 than students in low-poverty schools (6-20 percent poor).
- *Goals 3 and 4:* First graders in high-poverty schools start school scoring 29 and 34 percentile points lower in reading and math, respectively, than their peers in low-poverty schools. High-poverty schools appear unable to close the initial gap which increases in both grades 4 and 8.
- *Goal 5:* One-third of parents in high-poverty schools lack a high school diploma compared with only 3 percent in low-poverty schools.
- *Goal 6:* 81 percent of students in high-poverty schools have principals who see physical conflicts as a problem compared with 31 percent in low-poverty schools.

Chart 9

Seventh-Graders' Grades and Percentile Test Scores: Low- and High-Poverty Schools, 1991

Math, Seventh Grade



Reading, Seventh Grade

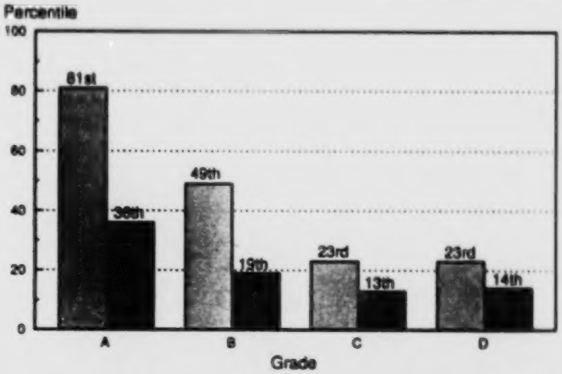


Exhibit reads: An A student in a high-poverty school would be about a C student in a low-poverty school when measured against standardized test scores.

Source: Prospects (Abt Associates, 1993).

pctscore.drw

Chart 10

**Reading and Math Percentile Bands for
All Schools and Schools with Poverty of 75 to 100 Percent**

School Scores	Reading Percentiles		Math Percentiles	
	All Schools	High Poverty	All Schools	High Poverty
First Grade				
Mean	38	26	35	25
Maximum	86	72	82	72
Fourth Grade				
Mean	40	24	38	26
Maximum	86	50	90	58
Eighth Grade				
Mean	38	24	36	24
Maximum	74	60	78	63

Exhibit reads: First grade students in one high poverty school in the Prospects sample scored at the 72nd percentile. Indeed, these top performers could set an interim benchmark for similar schools to target.

Source: Prospects, (Abt Associates, 1993).

Mr. **Miller** of California. Miss McClure.

STATEMENT OF PHYLLIS McCLURE, CHAIR, INDEPENDENT REVIEW PANEL, NATIONAL ASSESSMENT OF THE CHAPTER 1 PROGRAM, WASHINGTON, DC

Ms. **McClure**. Mr. Miller and members of the subcommittee, I testify today on behalf of the Independent Review Panel of the National Assessment of Chapter 1.

The Independent Review Panel was a very diverse group comprised of local educators—two Chapter 1 teachers, a parent, a principal, a superintendent, two school board members—a catholic school administrator, three State Chapter 1 administrators, academicians with varying specialties, and assorted policymakers. It represented all sections of the country and had a healthy contingent from California.

As a result of its 2 years of work on the National Assessment, the panel developed its own consensus on a set of ideas which we believe should inform the reauthorization. And those are the ideas set forth in our statement that I wish to submit for the record.

Chapter 1 has had many accomplishments in almost 30 years of providing Federal financial assistance to school districts. The panel strongly believes that it must continue to play a vital role in meeting the educational needs of poor and educationally disadvantaged students. But Chapter 1 must be modernized.

The law remains structured, essentially, on the basis of what was thought in the 1960s to be the best way to bring educationally disadvantaged youngsters up to a grade level so that they could succeed in the regular program. Providing supplementary remediation to individual students has been considered the effective treatment.

Chapter 1 has been considered a success if students do not fall further behind. The standard embodied in the law is that Chapter 1 has succeeded unless there is no improvement or a decline in improvement in basic skills on nationally normed, multiple choice tests.

The Independent Review Panel concluded that Chapter 1 must focus on upgrading the entire school program. It must adopt much higher standards. It must have an entirely new assessment system. No matter how good the Chapter 1 program is—and many have been excellent—no matter how hard Chapter 1 teachers try—and thousands certainly have—30 minutes a day does not compensate for the other 6 hours of low expectations, repetitious drills on discrete, rudimentary skills, unchallenging curriculum, and ineffective instruction.

The standards for Chapter 1 students should be the States' highest standards in core academic subjects which are expected of non-Chapter 1 students.

Chapter 1 cannot continue to operate as a separate and parallel program. The yoke of national evaluation of aggregated gains on test scores must be lifted so that States can measure the progress of Chapter 1 students in schools, not in relation to each other, but against meaningful content standards which require the ability to think and solve problems.

Preventing academic failure, in the first instance, is more effective than trying to remediate learning problems. Thus Chapter 1 should contribute to an intensive and comprehensive investment in the earliest years without waiting for children to become program eligible.

The same should be true for limited English proficient students. LEP students should receive timely help so that they become English proficient and academically successful in order not to fall behind their peers.

Restructuring Chapter 1 so that it helps prevents failure, supports school reform, encourages reaching for high standards, and measures what students actually know will require new kinds of assistance for students, parents and school staff.

How can Chapter 1 do this?

Chapter 1 can provide the glue to coordinate health and social services for students and their families either at the school site or linked to off-site services. Many Chapter 1 students are already eligible for services under medicaid for example. It usually falls to the principals and teachers to help children and parents obtain access to multiple service providers. The student with a serious toothache cannot do quadratic equations. Therefore, it seems to the panel that Chapter 1 could be used to help collaborate these health and social services.

Chapter 1 must redouble its historic commitment to parent involvement. The panel has two recommendations in this regard.

First, within Chapter 1 schools, parents must be knowledgeable about the new standards and how effective the school is or is not in attaining them. Parents must also have support through Chapter 1 and related programs so they can improve their own educational skills and thus better support their children's learning.

Second, the panel would like to recommend parent assistance centers for Chapter 1, such as those provided for the parents of children with disabilities, that could supplement and support parent training and involvement.

Chapter 1 must make investments in professional development for all staff to enhance subject matter content and instructional skills which are tied to the content standards. Based on their diagnosis of the help they need in reaching high goals, schools should decide how to invest in professional development, and Federal and State governments must play complementary roles by spurring the development of suppliers of high quality help. By placing these decisions and resources in the schools, the panel hopes that Chapter 1 could provide information and human resources for teachers and principals which they now lack.

The final component of support for restructured Chapter 1 is greater targeting of Chapter 1 funds in the highest poverty schools which have the highest concentrations of low achieving students. The panel believes that it is unconscionable for Chapter 1 to be serving students in low-poverty schools who are achieving above the national average while others in the lowest achievement group get no extra help.

The panel has several recommendations in this regard ranging from improving the measure of poverty, to raising the district threshold, to various weighting and ranking features, which I can go into in more detail but are covered in the panel statement.

We would also call for the end to Chapter 1's perverse incentive that penalizes schools which raise achievement.

Finally, the Independent Review Panel dealt with Chapter 1 services for non-public schools and for the Chapter 1 Migrant Education Program as well.

With respect to the non-public school program, although private school participation has almost reached levels that existed prior to Aquilar v. Felton, much of that gain is due to computer-assisted instruction, not face-to-face instruction. The quality of much of this computer-assisted instruction leaves a lot to be desired.

In addition, the private school community believes that public school authorities, too often, dictate services and methods of delivery which are not considered equitable or educationally effective. The panel thinks that better, more effective coordination between public and non-public school officials and perhaps a greater use of third-party contractors on neutral sites might alleviate some of these problems.

Secondly, the Chapter 1 Migrant Program mostly serves students who are not currently migratory—those at greatest risk of educational failure. Most of the students served by the program do not move across State lines. The migrant program is the only source of supplementary educational services for 71 percent of the migrant children, both currently and formerly.

In the panel's view, formerly migrant children who have not had a qualifying move within a year or two should not be the responsibility of this program. They should be the responsibility of States and local school systems and the regular Chapter 1 program.

Currently, migratory children should be automatically provided appropriate Chapter 1 services just as non-migratory students are. In fact, if Chapter 1 were restructured to focus on the whole school, local administrators would not have to worry about who was currently and who was formerly. It also seemed to the panel that the cost of the $8 million computerized student record transfer system is not a wise expenditure of scarce Federal resources especially in a program where most of the students are not migrating.

The panel would spend that money, that $8 million, not on a computerized record transfer system but would rather see it spent on currently migrant children. And the school districts can transfer records for migrants students the same way they do for everybody else, by fax and by mail.

Thank you very much.

[The prepared statement of Ms. McClure follows:]

McCreary statement

Chairman Kildee, Mr. Goodling, members of the subcommittee. I testify today on behalf of the Independent Review Panel of the National Assessment of Chapter 1. The Independent Review Panel was a diverse group comprised of local educators--two Chapter 1 teachers, a parent, a principal, a superintendent, two school board members-- a Catholic school administrator, three state Chapter 1 administrators, academicians with varying specialties, and policy makers. It represented all sections of the country. As a result of its two years of work on the National Assessment, the Panel developed its own consensus on a set of ideas which we believe should inform reauthorization of Chapter 1. Those ideas are set forth in the Statement which I wish to submit for the record. My introductory comments will be brief.

Chapter 1 has had many accomplishments in its almost 30 years of providing federal financial assistance to school districts. The Panel believes strongly that it must continue to play a vital role

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in meeting the educational needs of poor and educationally disadvantaged students. But Chapter 1 must be modernized. The law remains structured essentially on the basis of what was thought in the 1960's to be the best way to bring educationally disadvantaged youngsters up to grade level so that they could succeed in the regular program. Providing supplementary remediation to individual students has been considered the effective treatment. Chapter 1 has been considered a success if students do not fall further behind. The standard embodied in the law is that Chapter 1 has succeeded unless there is no improvement or a decline in improvement in basic skills on nationally normed, multiple choice tests.

The Independent Review Panel has concluded that Chapter 1 must focus on upgrading the entire school program. It must adopt much higher standards. It must have an entirely new assessment system. No matter how good the Chapter 1 program is--and many have been excellent--no matter how hard Chapter 1 teachers try--and many thousands have--30 minutes a day does not compensate for the other six hours of low expectations, repetitious drill on discrete rudimentary skills, unchallenging curriculum, and ineffective instruction. The standards for Chapter 1 students should be the states highest standards in core academic subjects which are expected of non Chapter 1 students. Chapter 1 cannot continue to operate as a separate and parallel program. The yoke of national evaluation of aggregated gains on test scores must be lifted so that states can measure the progress of Chapter 1 students and schools, not in relation to each other, but against meaningful content standards which require the ability to think and solve problems.

Preventing academic failure in the first instance is more effective than trying to remediate learning problems. Thus Chapter 1 should contribute to an intensive and comprehensive investment in the earliest years without waiting for children to become program eligible. The same should be true for limited English proficient students. LEP students should receive timely help so that they become English proficient and academically successful in order not to fall behind their peers.

Restructuring Chapter 1 so that it helps prevent failure, supports school reform, encourages reaching for high standards, and measures what students actually know will require new kinds of assistance for students, parents, and school staff. How can Chapter 1 do this?

Chapter 1 can provide the "glue" to coordinate health and social services for students and their families either at the school site or linked to off-site services. Many Chapter 1 students are already eligible for services, such as Medicaid's Early and Periodic Screening, Diagnosis and Treatment, immunization and detection for lead poisoning. A Medicaid eligible student in a Chapter 1 school cannot [illegible] [illegible] if he has a tooth ache. It usually falls to principals and teachers to help children and parents obtain access to multiple service providers. Why not use Chapter 1 funds to establish the collaboration of these services, especially in the highest poverty

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schools?

Chapter 1 must redouble its historic commitment to parent involvement and support. The Panel has two recommendations in this regard. First, within Chapter 1 schools parents must be knowledgeable about the new standards and how effective the school is in attaining academic success for their child and all others. Parents must also have support through Chapter 1 and related programs so that they can improve their own educational skills and thus better support their children's learning. Second, parent assistance centers such as those provided for the parents of children with disabilities, could supplement and support parent training and involvement.

Chapter 1 must make investments in professional development for all staff to enhance subject matter content and instructional skills which are tied to the content standards. Based on their diagnosis of the help they need in reaching high goals, schools should decide how to invest in professional development. States and the federal government must play complimentary roles by spurring the development of suppliers of high quality professional help and by providing an evaluation and dissemination function. By placing these decisions and resources in the schools, the Panel hopes that Chapter 1 could ~~fill that void at the local level.~~ provide information and human resources for teachers and principals which they now lack.

The final component of support for a restructured Chapter 1 is greater targeting of Chapter 1 funds in the highest poverty schools which have the highest concentrations of low achieving students. The Panel believes that it is unconscionable for Chapter 1 to be serving students in low poverty schools who are achieving above the national average while others in the lowest achievement group get no extra help. The Panel has several specific recommendations for targeting, ranging from improving the measures of poverty, raising the threshold for district eligibility, making concentrations grants a far higher percentage of the total appropriations, weighting both concentration and basic grants in a way that recognizes school districts' concentrations (not just numbers) of

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poor children, and permitting states to target only those schools which are at or above the state or national average of poverty. The Panel is also calling for the end to Chapter 1's perverse incentive that penalizes schools which raise achievement. This results from the allocation of money among Chapter 1 schools based on the number and needs of children to be served. It rewards schools that fail and punishes schools that succeed.

Finally, the Independent Review Panel devoted much attention to Chapter 1 services for non-public schools and to the Chapter 1 Migrant Education Program.

First with respect to the non-public school program. Although private school participation has almost reached levels that existed prior to Aguilar v. Felton, much of that gain is due to computer assisted instruction, not face-to-face instruction. The quality of most computer assisted instruction leaves a lot to be desired. In addition, the private school community believes that public school authorities too often dictate services and methods of delivery which are not considered equitable or educationally effective. Better and more effective public/non-public school coordination and perhaps greater use of third-party contractors on neutral sites would alleviate some of these problems.

Second, the Chapter 1 Migrant Program mostly serves students who are not currently migratory--those at greatest risk of educational failure. Most of the students served by the program do not move across state lines. The migrant program is the only source of supplementary educational services for 71% of migrant children--both currently and formerly migrant.

In the Panel's view, formerly migrant children who have not had a qualifying move within a year or two should be the primary responsibility of states and local school systems and the regular Chapter 1 program. Currently migratory children should automatically be provided appropriate Chapter 1 services just as non-migratory students are. In fact, if Chapter 1 were restructured to focus on the whole school, local administrators would not have to worry about eligibility and who was currently and who was formerly a migrant student. It also seems to the Panel that the cost of the $8 million computerized student record transfer system is not a wise expenditure of scarce federal funds when for those students who do migrate, school officials mostly transfer records the same way they do for all other students, by fax and by mail. The Panel would rather see that money spent on meeting the needs of currently migrant children.

STATEMENT OF
INDEPENDENT REVIEW PANEL
OF THE
NATIONAL ASSESSMENT OF CHAPTER 1

The Independent Review Panel was established by Congress in the 1990 National Assessment of Chapter 1 Act (P.L. 101-305). The act called for the assessment by the Department of Education to be "planned, reviewed and conducted in consultation with an independent panel of researchers, State practitioners, local practitioners, and other appropriate individuals including individuals with a background in conducting congressionally mandated national assessments of Chapter 1."

The Independent Review Panel was composed of people with diverse backgrounds and occupations who share a concern for improving the educational opportunities of America's most educationally disadvantaged students, especially those in schools with the high concentrations of poverty. For the welfare of these students, their families, and the nation, these students must acquire the high-level skills and knowledge they need to obtain gainful employment and some form of postsecondary training.

The Panel convened 10 times following its initial meeting in January 1991. At subsequent meetings the Panel reviewed research already in progress; advised the Department of Education about other necessary research; consulted with Department officials, contractors, and practitioners concerning the status of educationally disadvantaged children and the implementation of the 1988 Hawkins-Stafford amendments; and requested special reports and presentations for Panel meetings. The Panel very much appreciates the contributions all these people made to our deliberations and to the National Assessment of Chapter 1. The Panel also met independently of the Department to discuss how it would fulfill its statutory mandate.

This Panel has agreed to recommend some changes that would transform the Chapter 1 program in several fundamental ways, and thereby better fulfill its purpose. Therefore, along with the Final Report to Congress on the National Assessment of Chapter 1, the Panel submits this report--its own statement to Congress and to the Secretary of Education. We do so not because we necessarily disagree with the Department of Education but because we have reached consensus on a set of ideas that we believe should inform reauthorization.

The Panel strongly endorses the continuing vital role of Chapter 1 in meeting the special educational needs of poor and disadvantaged students. Like its predecessor, Title I of the Elementary and Secondary Education Act of 1965, Chapter 1 established a legislative framework and resources that provide critical federal leverage to help states and local school systems meet the educational needs of disadvantaged students in 90 percent of the nation's school systems. That leverage remains important today.

Chapter 1 has had some remarkable accomplishments. It focused the attention of educators and policymakers on the needs of poor and educationally disadvantaged students. The legislation explicitly recognized that concentrations of children from low-income families affected the ability of school systems to meet those needs. Chapter 1 deserves some credit for the narrowing of the achievement gap in basic skills between disadvantaged students and their advantaged peers from 1971 through 1988. (From 1988 to 1990, however, the gap for nine-year-olds widened substantially.) And Title I recognized the importance of getting parents more involved in their children's education long before parental involvement became the conventional wisdom that it is today.

The 1988 amendments to the Chapter 1 act attempted to strengthen the law by introducing a schoolwide focus in the highest-poverty schools, an emphasis on advanced skills, a new accountability system, and better coordination with the regular program. These changes pointed in the right direction but made changes only at the margins.

Since the inception of the program 27 years ago, much has changed in education and the larger society. Research and practice have demonstrated that children, regardless of economic circumstance, can achieve at high levels given the necessary support, expectations, and resources. Research in teaching and learning has challenged the prevailing assumption that children can learn complex skills only after they have mastered basic skills and has suggested instead that basic and advanced skills are better learned at the same time. The demographic and economic transformation of the United States has increased the number of educationally disadvantaged students in the United States while raising the level of knowledge and skills required for high-paying jobs. The growth in child poverty means that schools must serve many more children who lack the cognitive and language prerequisites for learning. Increasing numbers of immigrants to the United States pose additional challenges to public schools.

Of all the challenges Chapter 1 has had to face in the past quarter-century, perhaps the most significant is the demand for higher educational standards and performance spurred by state and federal political leaders. The adoption of National Education Goals has established expectations that all students can attain high-level skills and knowledge in challenging academic subjects. These changed circumstances--better knowledge of promising practices for disadvantaged youth, major changes in skills required for success after high school, increasing numbers of students who are poor and lack proficiency in English--create the historic opportunity for Congress and the executive branch to examine whether Chapter 1 is fulfilling its purpose as effectively as it might.

The Independent Review Panel has concluded that several prominent features of the Chapter 1 program serve as deterrents to upgrading the quality of education in the nation's schools with the highest concentrations of poor and low-achieving children:

1. The Chapter 1 program is strongly rooted in the notion that 30 minutes a day of individual instruction will raise a child's achievement to what is "expected" for the child's age or grade. In fact, the whole school program needs reforming.
2. The highest de facto aim of the Chapter 1 program is to help children achieve low-level basic skills; the program is considered a success if children do not fall further behind. In fact, basic and higher-order skills need to be learned together, and high standards set for all children.
3. The current system for allocating funds serves as a disincentive to raising the performance of participants to the highest levels they are capable of achieving, because once test scores show improvement, funds are reallocated to students and schools with lower scores. Chapter 1 funds should be allocated to eligible schools on a per-poor-pupil basis and retained to sustain academic improvement.
4. Money is spread among too many districts and schools. Many high-poverty schools and very low achieving students receive no assistance, while affluent

schools receive funds for some students who score above the 50th percentile. Funds need to be better targeted on schools with high concentrations of poverty.

5. Testing requirements are burdensome and fail to serve any of their multiple intended purposes well. Norm-referenced, multiple-choice tests often are an impediment to good teaching and high achievement because teachers drill students on discrete items of information instead of engaging them in interpretation and problem solving. A new assessment system is needed.

This statement by the Independent Review Panel addresses these topics and related issues, and recommends actions that include serving students with limited proficiency in English (LEP) on the same basis as other students in the Chapter 1 program, encouraging early intervention and parental involvement in their children's (and their own) education, coordinating various services to students, requiring professional development for Chapter 1 staff, providing incentives for good teachers to serve the highest-poverty schools, requiring the states and localities to take more responsibility for serving migrant students, and improving Chapter 1 services for private school students.

The recommendations are grouped into five sections. Section I addresses whole school reform, high standards, and new methods of assessment, and suggests the means for funding these reforms. Section II deals with preventing learning failure through early intervention and inclusion of all students. Section III addresses targeting to reach schools and students most in need. Section IV discusses the resources required to support the new focus for the Chapter 1 program. Section V deals with special Chapter 1 programs for private and sectarian school students and migrants.

1. Reforming the Whole School, Establishing High Standards and Implementing New Assessments

The Panel agreed that the whole school program requires reform. High standards need to be established for all students in high-poverty schools, and new assessment mechanisms put in place to hold schools accountable for reaching those standards. Thus the Panel makes the following recommendations:

Recommendation No. 1: Reform the whole school.

Federal funds should be used to reform and improve the whole school program. No matter how good the Chapter 1 program is, supplementary services for 30 to 40 minutes a day cannot compensate for regular educational services with low expectations for the students, ineffective curricula and instructional practices, and inadequately trained staff and professional leadership.

Some local educators have embraced Chapter 1 schoolwide projects as an opportunity to reform the whole school instead of focusing on the needs of individual students. Reduced class size has meant that teachers can give a little extra attention to individual students. Teachers assume responsibility for all their students, including those who were formerly seen as the responsibility of the Chapter 1 program. School staff make time available for coordinated planning and staff development directed at the goals they have set. Parental involvement is improved, and there is increased attention to the health and social service needs of children. Implementing schoolwide projects seems to work best where there is a local or state commitment to changing conditions in the poorest and lowest performing schools.

The overall results of Chapter 1 schoolwide projects have been meager, however. Schools eligible to adopt a schoolwide focus have been slow to do so. Well over half of the schools nationwide that could have chosen this option have not done so. Surveys and case studies have found that the motivations for adoption of schoolwide projects were mainly administrative convenience and the ability to hire more staff. Very few principals considered improving student achievement as an advantage or a goal of schoolwide flexibility. If the Chapter 1 program were infused with a strong mission to improve student achievement on high standards in all subjects, a schoolwide focus could more effectively be used to strengthen the regular program.

Too often the discussion about schoolwide projects centers on where to set the poverty threshold and how to provide traditional remediation to more students. Schoolwide reform must mean building an educational environment in which all students (including those who have limited English proficiency [LEP]) are expected to aim for high achievement, providing a demanding curriculum, and employing instructional practices that engage students' minds and curiosity. Reform also means that knowledgeable teachers will teach the subjects in which they are certified and that the principal will be a strong instructional leader. Teachers and principals must control decisions on overall instructional goals, day-to-day strategies, and deployment of resources. All teachers and aides require continuous professional training to hone their pedagogical techniques and their subject-matter expertise, as well as their ability to help parents help their children learn.

Prevention of failure in school, not just remediation, should be another major goal of schoolwide reform. The law's current emphasis on meeting the special needs of educationally disadvantaged students requires children to fail before they become eligible for assistance. Instead, when students show signs of needing extra help, they should get it right away without waiting to become "program eligible."

The Panel considered several options for determining the threshold at which schools would be able to operate as a Chapter 1 schoolwide project. Where the percentage is set depends on the extent of targeting. If individual schools with very little poverty and affluent school systems were eliminated from Chapter 1 and funds were targeted only to schools with the greatest need for federal assistance, all schools receiving Chapter 1 funds would be eligible to adopt the schoolwide approach. For example, the law could establish that a school had to have a minimum of 20 or 25 percent concentration of low-income students or be above the state or national average percentage of school poverty to be eligible for Chapter 1 funds, and that all schools at or above that percentage could operate schoolwide.

Alternatively, if more adequate targeting were not achieved, Chapter 1 schools below the schoolwide threshold could target federal resources on low-achieving students but all teachers for those students would be considered part of Chapter 1 and would participate in professional development. In that way, there would be a nucleus of teachers, some funded by Chapter 1 and some not, who would be responsible for bringing all eligible children up to the performance standards. Schools over the threshold would be free to use Chapter 1 and all other resources on total school improvement geared toward helping all students attain the standards.

Recommendation No. 2: Emphasize higher-order skills and high standards for all students.

Chapter 1 must become the federal vehicle for assuring that all students in schools with *high concentrations of poverty are taught the same higher-order skills and knowledge other children are expected to learn. States and local school systems must establish educational standards for student learning and curriculum content that are applicable to all schools and students. There must not be separate standards for Chapter 1 schools or students.*

As a program focused on individual educationally disadvantaged students, Chapter 1 requires that children be sorted by their prior achievement and remediation offered to those at the lowest achievement level. This practice can have the effect of creating different curricula and expectations for students of varying achievement levels. When students are removed from the regular program for "replacement" and "pull-out" classes, Chapter 1 is not even supplemental. The law's requirement that Chapter 1 instruction be coordinated with the regular program may mean simply that Chapter 1 instruction is reinforcing the rudimentary skills that are taught in a child's regular "low ability" class. In that case, both the supplemental and regular program have established a very low ceiling for student achievement.

The federal government is already supporting the development of voluntary national standards in English, history, science, geography, the arts, and foreign languages, but those standards may not be adopted by all the districts that receive Chapter 1 funds in time for this reauthorization. But some states, and local systems as well, are developing standards and raising academic requirements, or have already done so. Congress could require that states establish performance standards in core academic subjects which will be applicable to all students, including students in Chapter 1 schools.

Content standards in local school systems should be encouraged as long as the standards comply with those the state has established. States that have already adopted content standards that meet professional criteria would simply submit them to the Secretary of Education for use in Chapter 1 schools. The intent is to have a set of content standards--high and challenging--for all students.

The Panel did not consider the precise mechanism of federal approval of state standards, and we are not convinced that the Department of Education is equipped by itself to assume this responsibility. However, as the official responsible for carrying out congressional intent, the Secretary should have the final authority to approve performance standards.

A set of subject-matter content standards in each state would set a much higher aim for Chapter 1 schools. The schoolwide reform approach described in Recommendation 1 would relieve teachers and administrators of the need to categorize children and to maintain the rigid accounting of personnel and equipment. In return, the teachers and administrators would be expected to raise student achievement and to assure that all students are making adequate progress in attaining the standard for their age or grade in academic subjects. Much has been made in recent years of the need for greater flexibility in the use of federal education funds. Along with flexibility must come accountability for attaining far higher outcomes.

Not only content standards but also proficiency levels or benchmarks for progress should be established. The objective is to measure the progress being made by individual students as well as the whole school. Kentucky, for example, has adopted four levels-- novice, apprentice, proficient, and distinguished--as measures of how well individual students as well as whole schools are performing on the state's standards.

Flexibility also means more than simply letting all students have access to the reading lab, for example. It means the freedom to reconfigure the school day, to foster cooperation among the instructional staff, to control school resources, and to be released from unnecessarily restrictive mandates covering grouping of students, minutes of instruction, detailed curriculum sequences, specific work rules, and other minutia of educational procedures. Flexibility is not an end in itself but a means to accomplish the desired outcomes for every child.

Recommendation No. 3: Focus on outcomes and adopt new assessments to measure them.

Accountability systems must focus more on outcomes than on regulation of process and inputs. An outcome-based system of standards by which to hold schools accountable for results requires assessments. The current requirement in Chapter 1 of nationally aggregated scores based on norm-referenced, multiple-choice tests must be replaced with separate assessments for national evaluation, school accountability, and individual student progress.

Testing has played a large role in Chapter 1, often leading to more testing of Chapter 1 students than other students. The federal requirement for national evaluation of program effectiveness has driven states and districts to use norm-referenced tests because the results can be aggregated on a common scale. The same tool is used for other purposes such as identifying children for participation and allocating resources to and among students and schools.

This universal Chapter 1 measurement has had adverse consequences for Chapter 1 students and schools. Multiple-choice, norm-referenced tests do not tell us what students know and can do against a meaningful standard. The student who can choose the correct word to fill in the blank may not be able to write a complete complex sentence. Norm-referenced tests simply measure whether one student or one school is doing better than another student or school. The tests cover basic skills but underrepresent the kind of advanced thinking and comprehension skills that Congress stressed in 1988. Moreover, the emphasis placed on such tests distorts teaching and learning.

In addition, test scores are used in ways that create disincentives for working hard to raise student achievement. Tests determine which students are most in need of Chapter 1 services. If later test data show improved student achievement, funds are reallocated to other students and schools with lower test scores. Given the very low cut-off score used in many Chapter 1 schools to determine eligibility for services, students who "graduate out" of Chapter 1 may be performing better than others but still not achieving their maximum potential.

The program improvement requirements instituted in the 1988 amendments place high stakes on demonstrating an increase in test scores to avoid the designation as a school in need of improvement. The Panel has heard disturbing reports that low-performing Chapter 1 students are referred to special education or retained in grade so as to "improve" a school's average test scores. This suggests that special education is viewed as an alternative to Chapter 1 and that the problem must lie with the student rather than with the Chapter 1 program. LEP students, as already mentioned, are also frequently excluded from Chapter 1 services and testing requirements because the law specifies that they be included only if an assessment determines that their poor educational performance is not due solely to lack of language proficiency.

A new assessment system must replace the use of this single tool. The new system would have three broad functions: (1) to serve as a national evaluation of Chapter 1 schools and students, (2) to serve as a measure of school progress and accountability, and (3) to provide information about individual students for teachers and parents.

A national evaluation of Chapter 1 schools and students could be obtained through a periodic assessment based on a sample of students. This evaluation would give Congress and federal evaluators a picture of how well students in Chapter 1 schools are acquiring the skills and knowledge expected of students at certain ages.

A wholly separate assessment system is required for measuring school progress and accountability. Each state should create its own assessment system, directly tied to the standards that it has established statewide for all students. The assessments in the core academic subjects (mathematics, English, history, geography, and science) would be administered at several points in a student's school career. Total school results would be reported publicly by number and proportion of students attaining various proficiency levels. Results could also be disaggregated for subpopulations, such as race, gender, and income level, so that the progress of students who may be most at risk would not be masked by schoolwide averages. These assessments would be used for holding Chapter 1 schools, school systems, and states accountable for increasing the proficiency of all students on the state standards in each subject. Schools that are not making progress would be subject to greater scrutiny, assistance, and intervention from local and state authorities.

In the classroom, multiple measures designed by teachers could gauge the progress of individual students and provide guidance to teachers, parents, and the students themselves regarding their academic strengths and weaknesses.

Assessment systems must develop measures appropriate to certain children. Most students who are disabled and who have limited proficiency in English should be held to the same standards of academic achievement expected of all students and they should be included in the assessments of performance. Otherwise, schools may not take seriously the need for these students to make adequate progress. The individual educational plan for children with disabilities should incorporate the academic standards applicable to all students whenever appropriate and consistent with a student's potential academic functioning.

Assessments for school accountability that are administered to students with disabilities must be adapted as appropriate to the student's disability. For example, the performance of students with visual impairments could be assessed orally or in Braille. If it is not possible to modify standardized instruments, performance assessments that provide a record of achievement over time may provide a more accurate measure of student achievement. LEP students should be assessed in the language of instruction, whether that is English or their native language, whenever practicable, as long as they have had sufficient instruction in the language in which they are tested.

Assessments must be appropriate for the age of the child. Very young children (prekindergarten through grade 2) should not be expected to take written examinations, but they could be assessed on oral language and comprehension.

When Chapter 1 funds are used schoolwide, tests would not be used to determine eligibility for Chapter 1 services. Chapter 1 would serve as a catalyst for schoolwide reform. Schools would be held accountable for ensuring that all children are making progress toward achieving the academic standards. So that schools are not penalized for academic success by losing Chapter 1 funding, money should be allocated on a per-poor-pupil basis and remain at the school in order to sustain continued improvement. Test results would no longer be a factor in allocating Chapter 1 funds. In order to permit a degree of local discretion in spending federal and state funds where they are most needed, the law might take into consideration the use of state compensatory or school improvement grants, so long as there is no disincentive for striving for the highest possible academic achievement.

Recommendation No. 4: The federal government should provide matching funds to states to help them implement the reforms recommended by the Panel.

The reforms of Chapter 1 just recommended will require extra funds for costs involved in adopting content standards, developing curriculum tied to those standards, and developing new assessment measures. These costs could be met if the federal government were to provide matching funds to states for complying with the new requirements. These costs should not come out of Chapter 1 grants to states and districts, which are already insufficient to serve all eligible children.

II. Preventing Learning Failure, Intervening Early, and Including All Students

The new focus on schools requires intervening early to prevent students from failing, and expanding Chapter 1 to include all needy students. Thus the Panel makes the following two recommendations:

Recommendation No. 5: Intervene early and get parents involved in their children's (and their own) education.

The Chapter 1 program should be used to prevent school problems rather than to treat them. To that end, more emphasis should be given to the early years when such intervention has high payoffs. Family literacy activities and programs such as Even Start should be made *available to support and enhance the ability of parents to fulfill their role as children's first and most significant teachers.*

Data unequivocally affirm the importance and cost-effectiveness of early intervention. Only a small percentage of Chapter 1 funds is spent on preschool and kindergarten children and their families, partly because there are other federal programs, such as Head Start, and some state funding. But there are other reasons as well for Chapter 1's low investment in early childhood education. One reason is the perceived eligibility requirements for young children. Although educational need is a requirement for eligibility, standardized tests for young children are not. Indeed, norm-referenced tests are not required under Chapter 1 for students below grade 3. Using such tests to assess the eligibility of preschoolers for Chapter 1 services, nonetheless, is widespread, costly, and unnecessary.

For preschool and kindergarten children who are not attending a school eligible for a schoolwide project, eligibility should be determined by poverty, not educational need. Other factors-- including biological risk, diagnosed medical disorders, family education, and household characteristics--also should be considered.

The limited investment of Chapter 1 funds in early childhood programs stems also from too narrow a conception of what "early childhood education" means. It should span services for children from birth to age eight and for their families. Moreover, gains for preschoolers will be sustained only when the investment in services to give children an early advantage is continued in the elementary grades. Comprehensive services are especially important for the youngest children.

Because we know that parents are children's first, most important, and most durable teachers, the Chapter 1 program should encourage parental education and training for self-sufficiency. Wherever possible, Chapter 1 resources should be combined with other resources to accomplish these ends.

Recommendation No. 6: Extend Chapter 1 services to all LEP students.

Chapter 1 should be the primary vehicle of the federal government for providing assistance for all children who attend schools with high concentrations of poverty. Toward that end, the Chapter 1 law should be changed: Students with limited English proficiency should not be excluded from the benefit of Chapter 1 services because the source of their educational problems is their lack of fluency in English.

Under current law, LEP children are not eligible to participate in the Chapter 1 program if the source of their educational problems is their lack of fluency in English to perform ordinary classroom work in English. The assumption is that other funds, such as the federal Title VII program, are earmarked for serving the language acquisition needs of these children. Few districts, however, receive Title VII funds because, unlike Chapter 1, Title VII is a competitive grant program, not a formula-driven program.

LEP students often get far too little timely help dealing with their problems in school. They learn English eventually, but what they learn may not be the language needed for academic development. By the time they do learn English, they are so far behind their peers in school that they never catch up with them academically. The goals for LEP students are English proficiency and academic success.

The retention and development of the home language and culture are important in all grades, but especially so in the early years. Many children start their formal schooling with no knowledge of English. Chapter 1 preschool programs using only English do a disservice to non-English-speaking families whose children drop and eventually lose their primary language--and with it their ability to communicate with members of older family generations. Whenever possible, instruction for young children should use the home language while they learn English.

Revision of Section 1014 D of Chapter 1 would eliminate barriers to serving LEP students. That change, along with other recommendations regarding staff development and information in the home language for the parents of LEP students, would go a long way toward meeting the educational needs of the fastest-growing segment of the school-age population.

III. Targeting to Reach Schools and Students Most in Need

The Chapter 1 program suffers from trying to be all things to all people--targeting money to schools with high concentrations of low-income families while spreading money around to as many districts and schools as possible. There are no perfect solutions to these problems but there are alternatives that would distribute funds more in accord with the research findings on achievement in schools with high concentrations of poor children while maintaining political support for the program. The Panel believes that it is unconscionable for this program to be spending money on children who are achieving above the national average while other children in the lowest achievement group get no assistance at all. The Panel therefore makes the following recommendation:

Recommendation No. 7: Improve targeting of high-poverty schools.

Chapter 1 should place greater priority on reaching the most educationally disadvantaged students who are disproportionately concentrated in high-poverty schools, many of whom are not now being served.

Chapter 1 recognized from its inception in 1965 that the incidence of low-achieving students is much greater in schools that have high concentrations of poor children than in schools that have few poor students. The National Assessment of Chapter 1 in 1987 found that a concentration of poor children in a school multiplies the adverse effect of poverty on a child's academic achievement, independent of the family's economic circumstances. Conversely, a poor child who attends a low-poverty school is likely to have higher academic achievement. These findings are confirmed by the Prospects longitudinal survey in 1992. As reported in the Interim Report of the present National Assessment:

- The incidence of low-achieving Chapter 1 students is three times greater in schools with high concentrations of poverty than in schools with low poverty.
- The average achievement of students in high-poverty schools is lower than the achievement of Chapter 1 students in low-poverty schools.
- Although Chapter 1 disproportionately targets high- poverty schools and the lowest achievers (i.e., below the 30th percentile), 18 percent of Chapter 1 third-graders were performing above the 50th percentile while 60 percent of the very lowest achieving third-graders were receiving no Chapter 1 reading services.

As a result of the distributive mechanisms employed to allocate funds, some very affluent districts receive money while inner-city and rural areas with high concentrations of poverty are forced to deny funding to some very poor schools and very disadvantaged students.

The Chapter 1 formula counts numbers but not concentrations of poor children; any county in the United States with at least 10 poor children is eligible for Chapter 1 funds. In 1988, in an attempt to target more on higher-poverty areas in allocation, Congress reintroduced concentration grants. Counties are eligible for concentration grants if they have at least 6,500 or 15 percent of the children ages 5 to 17 living in poverty. Concentration grants, however, account for only 10 percent of all Chapter 1 funds. Sixty percent of all counties receive concentration grants, consequently these grants produce only a modest improvement in targeting.

Federal law does recognize concentrations of poverty within districts by requiring that schools at or above the districtwide average of poverty receive money, but there are several exceptions to this requirement which makes it possible to distribute money more widely. Districts face enormous political tensions in their choice between making as many schools as possible eligible and narrowing the selection criteria to maximize the impact of Chapter 1 in schools that need it the most.

The Problem of Measuring Poverty

The data used to determine who is poor creates an additional problem with targeting. The Chapter 1 formula uses decennial census data, which are an unsatisfactory measure of poverty for several reasons:

- Census data are widely believed to undercount poverty, particularly in cities.
- These data do not reflect economic and social changes over the decade among and

within states; they impose a snapshot of one point in time across 10 years.

- The Census defines poverty by a nationwide index that does not reflect regional cost of living differences.
- These problems are made more intractable by using counties as the unit of measurement, because there is no database for poverty statistics at the school district level.

At the district level, counts of students receiving free and reduced-price lunch are commonly employed to determine which schools are eligible because schools do not maintain current information on family income for all students. But those data also undercount students because parents have to complete an application. For reasons having to do with culture, legal status, and stigma, parents may not submit a lunch eligibility form to the school.

Options to Improve Targeting

The following options, singly or in combination, should be seriously considered to improve the targeting of Chapter 1 resources to those schools which need the help the most. Any of these recommendations is likely to have different effects in different localities. Use of any of these options must not create a disincentive to desegregate schools.

- The basic threshold for receiving any Chapter 1 funds should be increased; for example it could be raised from 10 poor children in a county to 10 percent poor children in a district.
- Concentration grants with the current thresholds could be increased from 10 percent to a higher proportion of total appropriations, such as 30 percent or 40

percent.

- Each state could calculate its statewide average concentration of poverty in schools, using data for only those students who are eligible for free lunch. Each school in the state that equaled or exceeded that average or the national average, whichever is greater, would be designated Chapter 1-eligible. The state would then distribute funds to districts based on the count of poor children in the district's Chapter 1-eligible schools. The district could then choose to serve some or all of its eligible schools. This proposal would concentrate funds more intensively on the highest-poverty schools.
- Concentration and basic grants could be combined and a weighting factor (based on varying levels of poverty) assigned to school systems. For example, a school district in which 60 percent of the children are poor would receive more dollars per poor child than a district in which only 15 percent of the children are poor. Such a system would recognize concentrations of poverty to a greater degree while reducing funds to less poor districts.
- To alleviate the stigma that some parents and students attach to applying for free and reduced-price lunch, schools with very high concentrations of children receiving Aid to Families with Dependent Children (AFDC), children living in foster homes or homeless shelters, or children of immigrants could simply count all these children as eligible for a free lunch. Another possibility already used by some large urban districts is to use a composite index of various measures of poverty instead of a single one, in order to reflect the presence of poor children

more accurately.

IV. Resources Required to Support the New Focus for Chapter 1

Changing the focus for the Chapter 1 program requires that the highest-poverty schools have fiscal resources, highly trained personnel, support for parents and coordination of health and social services for students. To these ends, the Panel makes the following three recommendations:

Chapter 1 funds have always been intended to be supplementary to state and local expenditures for education. This requirement has always applied within districts, but the law does not take into account disparities in district revenue per pupil, tax effort, cost-of-living, and the greater needs of students in schools with high concentrations of poor children.

Chapter 1 has historically required that federal funds supplement not supplant state and local expenditures. A measure known as "comparability" was introduced as a means of determining whether Chapter 1 funds were supplementary. Districts had to demonstrate that their Chapter 1 schools were "substantially comparable" to the average of non-Chapter 1 schools on a per-pupil basis with respect to certified staff, noncertified staff, and instructional materials. Salary increments due to seniority were exempt from the computations. Current requirements are considerably less stringent, requiring only a showing of comparability on either a ratio of students per total staff or a ratio of per-pupil expenditures.

Comparability is designed to assure that Chapter 1's supplementary funds are used to provide to Chapter 1 students services that they would not have received in the absence of federal funds. Comparability historically has been treated as an issue within districts. Research done for this National Assessment suggests, on the basis of a limited sample, that high- and low-poverty schools within districts are comparable but that comparability does not extend across districts. The absence of an even base is attributable to variations in district revenue per pupil to support education. Other research shows that these differences in district revenue exist in virtually all states, to one degree or another. Concentrations of poverty are found both in low-revenue and high-revenue districts.

The research further suggests that spending equal dollars per pupil in high- and low-poverty schools does not in fact establish an even base, because schools with large concentrations of poor children have far greater needs than those with only a few poor students. Because the research concerning Chapter 1 resources in the context of state and local expenditures was not completed until after the Panel's last meeting, it did not discuss specific recommendations to remedy intra-state inequities. However, the Panel did agree that incentives to attract the most highly qualified teachers, professional development for all staff, parental involvement and coordination of health and social services for students are essential to achieving the goals of a newly reauthorized Chapter 1.

Recommendation No. 8: Provide incentives for good teachers to serve highest-poverty schools.

The Panel recommends that Congress consider a program of incentives to attract and retain the most highly qualified teachers to serve in the highest-poverty schools.

Schools serving large concentrations of poor children are likely to have the least well-trained classroom teachers and the fewest extra resource teachers. These same schools also employ many Chapter 1 aides who are providing instruction, even though many of them have only a high school diploma. These schools need a stable cadre of experienced and highly trained teachers and other professional staff with the subject-matter expertise and pedagogical skills to help all children meet much higher academic standards.

The National Board for Professional Teaching Standards is designed to identify and certify teachers with these qualifications. Earning National Board Certification promises to be the most rigorous national indicator of qualifications and experience. The process of National Board Certification is scheduled to begin shortly after Chapter 1 is reauthorized. To maximize the opportunity for National Board-certified teachers to work in the highest-poverty Chapter 1 schools in each state, Congress could adopt two kinds of incentives:

1. The federal government could provide incentive pay directly to National Board-certified teachers working in high-poverty schools. A salary supplement might induce board-certified teachers to transfer to or remain in these schools; such a supplement might further provide an incentive for teachers already in high-poverty schools to seek National Board Certification. The certified teachers, for example, could receive an additional $2,000 to $3,000 or a fixed percentage of their base salary directly from the federal government. These salary supplements should be funded separately from basic and concentration grants.
2. The federal government could provide financial incentives to local school districts for each National Board-certified teacher assigned to high-poverty schools, thus reducing the cost of assigning more highly paid teachers to

schools where they are needed the most.

Recommendation No. 9: Provide professional staff development for all staff.

Teachers, paraprofessionals, and administrators must have help in accomplishing the new goals of Chapter 1. Such assistance must include professional development opportunities to enhance pedagogical skills and subject-matter competence, which are tied to content standards, and to improve communication with parents. Chapter 1 funds should be combined with other teacher-training programs supported by the federal government to achieve these ends.

Professional development for all staff in Chapter 1 schools is essential to improve the ability of these schools to raise students' academic performance. Some Chapter 1 funds are now spent on staff development, especially in schoolwide project schools, but they are devoted to discrete and unrelated topics not connected to an overarching goal of school change and higher performance. Although the Panel would like to move away from categorical restrictions that tie educators' hands, some members fear that unless a portion of a school's Chapter 1 allocation is mandated for professional development, money will be spent on hiring personnel and purchasing equipment rather than on training and release-time for staff. Investments are required at three levels--at the local school and district level, at the state level, and at the federal level.

At the local level, funds should be available for each Chapter 1 school and each local education agency to plan for school change, to pay for release-time, to work on curriculum development in line with new standards, to hire mentor or lead teachers, and to engage in other capacity-building activities.

School staff need to be engaged in long-term training efforts. Self-examination is needed to persuade staff that change is needed. Teachers, paraprofessionals, administrators, and parents should be involved in designing professional development activities that will enable staff to acquire the skills and knowledge they identify as important for successful teaching. Above all, the professional development should be geared to the curriculum and teaching methods best calculated to meet the standards that the schools are striving to attain. In that way, the investment will not be frittered away on things which teachers and administrators think will help but which turn out to be of little assistance to them or to the students. In schools that enroll LEP students, professional development funds should be spent on training and helping the teachers who serve these students gain appropriate credentials.

The role of the state is to create suppliers of high-quality professional development services that schools and districts may purchase. State education agencies should not augment their own in-house capacity but should stimulate the development of professional assistance through proposals from private agencies, institutions of higher education, local school systems, and others, and should contract only with those most likely to provide services of the highest quality. Once these entities are established, their continued existence would depend on the quality of and demand for their expertise.

The federal role would be to evaluate and disseminate information about sources of professional development that have a proven record of effective work in Chapter 1 schools. Serious consideration should be given to consolidating numerous federally supported technical assistance centers. Teachers rarely have professional networks that connect them with the best available resources. Chapter 1 professional development funds would fill that void by creating a national clearinghouse to disseminate information through newsletters, videotapes, and teleconferences.

Recommendation No. 10: Involve parents in all aspects of the school program and enhance their ability to support their children's attainment of academic standards.

The historic commitment of Chapter 1 to parent involvement must be re-energized and refocused on attaining the higher learning outcomes embodied in the new standards and proficiencies required of all children. Family literacy activities and programs such as Even Start should be made available to support and enhance the ability of parents to fulfill their role as children's first and most significant teachers.

The Chapter 1 program must continue to mandate the involvement of parents in their children's education. The legal mandates too frequently result in pro forma compliance rather than genuine parental involvement. Without the mandates, however, parents' own efforts to be involved will be frustrated. School district and state leadership, and a commitment of resources to foster meaningful parental engagement, will be undercut.

The shift of Chapter 1 from being an appendage to the regular program to being an agent of reform for the regular program should not be an excuse for deemphasizing the support and involvement of hard-to-reach parents. When educators ask parents how the school can meet their needs--whether they be home-based learning activities, continuing education, or English classes--the parents are more likely to become involved because the school is responding to them rather than to teachers' interests and needs. Schoolwide projects will create many new opportunities for bringing all parents into the educational enterprise and for working with other community agencies devoted to the welfare of children. Chapter 1 parents and their children will not be viewed as a separate part of the school community.

Parental involvement requires a coordinated approach:

- The schools must provide training for parents on how to evaluate the school's effectiveness in achieving the standards, including what the standards mean, how the assessments will be used, how the funds will be spent, how the outcomes should be evaluated, and how the school's deficiencies should be diagnosed and remedied.
- The schools must make direct contact with every child's parents, family, or other adult related to or caring for the child at least once a year, preferably at least twice a year, to discuss the child's progress and ways in which both the school and the family can sustain or increase that progress.
- The schools must support parents through programs such as Even Start, family literacy, and other two-generation programs, which enable adults to improve their own educational skills so that they can help their children do well in school.
- Each school should have a professional coordinator for parents (or one for a small district) to plan parent meetings, to provide parents with work and activities children can do at home, to attend regional and national meetings featuring exemplary programs of parent-school partnerships, and to make home visits to encourage parental participation in school activities.
- Each school should have all Chapter 1 legal requirements, regulations, or policy guidance pertaining to the role of parents available in languages understandable

to parents.

- Schools should use Chapter 1 and other resources to pay parents' expenses for attending school meetings or for attending regional and national training sessions, and to pay teachers for home visits after school hours.
- Schools must provide Chapter 1 professional development for staff, which includes sustained attention to family-school interactions, with special focus on maximizing the engagement and strengths of culturally and linguistically diverse populations to participate and contribute.

The Panel recommends that Chapter 1 provide new, supplementary mechanisms to support parental involvement which do not rely exclusively on schools and districts to provide training. There are two options:

1. To encourage districts and schools to contract with nonprofit, community-based organizations chosen by parents to help them understand the goals of Chapter 1 for their children and to assess the performance of their own children, as well as that of the entire school; and
2. To fund parental assistance centers, similar to those for the parents of disabled students, in each state with a separate line item in the Chapter 1 appropriations.

Recommendation No. 11: Pay for coordination of services to students.

In order to succeed in school, all children in a Chapter 1 school must have access to health and social services. Those services might be delivered at the school or linked to off-site but accessible health clinics and social service agencies. Chapter 1 would not pay for these to parents.

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It is a maxim that healthy children from healthy families learn better than children who have health problems. Student health problems can be severe in high-poverty neighborhoods. Many children and their families are eligible for and require the assistance of other federal, state, or privately funded programs but fall through the cracks because they are not aware of or have no access to multiple-service providers. The job of helping students and parents locate the services they need often falls to teachers and the principal.

Children and parents have easier access to health and social services if those services are in one location, and schools are often the easiest place for families to reach. Moreover, multiple services at a single site can encourage collaboration by using a common intake, assessment, and information system, so that numerous services can be coordinated to reinforce one another.

New legislation should encourage the use of Chapter 1 funds to start collaboration among children's services at Chapter 1 schoolwide project sites. Chapter 1 funds could "glue" multiple services together. For example, a coordinator funded by Chapter 1 in each eligible school (or one for a small district) could assure that:

- Medicaid-eligible children receive Early and Periodic Screening, Diagnosis, and Treatment (EPSDT);
- all children are immunized and screened for lead poisoning;
- parents are directed to early childhood services, day-care programs for very young children, before- and afterschool programs, tutoring services, job referral agencies, shelters, family crisis centers, or other social services;

- parents get help in applying for various services;
- all children are attending school; and
- professional, college student, or volunteer services are used to the fullest extent.

Parents must be involved from the beginning in planning and implementing a coordinated service approach, so that they feel as if they have some control over decisions being made on behalf of themselves and their children. In this way, parents are more likely to use the available services and to encourage other parents to do the same. Teachers also must be consulted and involved, so that they know how to make referrals and in turn learn what services a child has received.

V. Special Chapter 1 Programs

The Panel has two recommendations to improve the equitability and effectiveness of Chapter 1 services for students in nonpublic schools and to improve services for migrants by focusing on truly migratory children:

Recommendation No. 12: Make services for private school children more equitable and effective.

In 1965 Title I struck a compromise whereby state and local authorities were to act as "public trustees" to ensure that educationally disadvantaged students attending private and sectarian schools located in Title I public school attendance areas received services on an equitable basis. This goal was accomplished primarily by having Chapter 1 teachers serve students on the premises of religiously controlled schools. In 1985 the Supreme Court decision in Aguilar v. Felton held this practice to be unconstitutional.

The Felton decision has created substantial logistical and educational problems in delivering Chapter 1 services to eligible children in nonpublic schools. The prohibition against direct teacher instruction on sectarian school premises has led to the provision of Chapter 1 services in mobile vans parked near private schools, in portable classroom on neutral sites, in the public schools from which parents may have withdrawn their children, and through computer-assisted instruction in private schools with no instructional personnel present.

Private school participation fell precipitously after Felton. Congress provided capital expense funds beginning with the 1988 reauthorization to allow school districts to purchase or lease mobile vans. Over and above capital expense funding, millions of dollars were used to purchase and install computer hardware and software in private schools. Private school participation has increased but not to pre-Felton levels.

The private school community believes that the Felton decision has had the effect of converting "public trusteeship" into "public control." States and local school systems have, in the view of private school officials, controlled the types of services and delivery, often dictating options that private school officials and parents judge to be inequitable and ineffective. Vans parked on street corners pose safety problems for children. Traveling to off-site locations disrupts school schedules and takes away from instructional time. Communication between private school educators and Chapter 1 instructors in off-site vans and portable classrooms in problematic--ineffective at best and nonexistent at worst. Consequently, there is little congruence with the regular instructional program.

Computer-assisted instruction has been a boon to computer and software vendors but not necessarily to students in nonpublic schools. Students work at computer terminals under the supervision of noninstructional technicians who maintain order and ensure that the computers are functioning. Student work may be monitored by a Chapter 1 teacher in a central location or in a mobile van outside the school, but not side-by-side as the student progresses through the lesson. Computer malfunctions result in lost instructional time.

Furthermore, computer-assisted instruction is not judged to be particularly educationally effective. It is designed chiefly for drill on basic skills, thereby denying private school children thinking, comprehension, and problem-solving practice. Computer-assisted instruction has become an administratively convenient way to deliver Chapter 1 services in compliance with Felton and to boost participation rates, but it has not provided the enhanced educational improvement contemplated by the 1988 amendments.

There are several options for providing equitable and high-quality educational services to private school students:

- The content of computer software could be substantially upgraded to include higher-order thinking skills. Such programs do exist although they are not generally available.
- Better and more frequent coordination between public and private school officials would help resolve some frustrations on both sides. Much greater use could be made of video-teleconferencing through the federally funded Star Schools Network.
- Some states and Puerto Rico have used third-party contracts under which the

> private school program is in effect contracted out to a private company, which then provides direct teacher instruction in a neutral site. In the view of the private school community, this third-party contractor option could be used more extensively than it now is.

These options, however, require public school authorities to be held responsible for the delivery of equitable and educationally effective services. That is what "public trusteeship" means. Improving the quality of instruction, as measured by student improvement, is just as important as increasing the numbers of eligible children served. Public school officials should not dictate to private schools the delivery of services. Greater consultation with private school authorities about the most educationally and cost-effective methods of delivery should improve services.

Upon a showing by private school officials that a local education agency has failed to provide equitable and effective educational services, the state or the U.S. Department of Education should require changing the Chapter 1 program for private schools to meet the needs of students for instruction in basic and advanced skills. If third-party contractors or some other technology or configuration of services can meet these needs in a more cost- effective manner, the program ought to be changed accordingly. Local public school authorities should not be able to veto the use of third-party contractors, or indeed any single method of delivering services, unless they can prove that the present program meets the requirements of the law in the most cost-effective way. What best serves the educational needs of Chapter 1 eligible private school students should be the test.

Recommendation No. 13: Improve aid to truly migratory children. *The Chapter 1 Migrant Education Program (MEP) should be restructured so that it more effectively serves students who are truly migratory. The regular Chapter 1 program, especially schoolwide projects, should include the children of formerly migratory agricultural workers and fishers who have "settled out" in local school districts.*

Chapter 1 provides $308 million for direct instructional or support services to approximately 60 percent of the 597,000 children of migratory workers in agriculture and fishing, who are the most vulnerable of America's poor children. In addition to living in poverty, these children suffer from a lack of proficiency in English, disrupted schooling, cultural isolation, and, in some instances, their status as undocumented workers admitted to the United States specifically to harvest agricultural produce.

Since its creation in 1966, the Chapter 1 MEP has provided invaluable instructional and support services to migratory children and their families during the regular school year and the summer. Migrant programs have a direct relationship with, and serve as advocates for, migratory families and their children. Through its positive relationship with migratory parents, the Chapter 1 MEP sets an example for many regular Chapter 1 programs.

The legislation defines migratory children eligible for services under the Chapter 1 MEP as "currently" migratory (those who have moved within the previous 12 months) and "formerly" migratory (those who have moved within less than five years). Forty-seven percent of the children so identified are "currently" migratory; the other 53 percent have "settled out" and are regularly enrolled in local school systems.

Of the 597,000 potentially eligible migratory children in the 1989-90 school year, 62 percent--371,000--actually received Chapter 1 MEP services during the regular term. While federal policy gives priority for services to the currently migratory students, state-reported data indicate that fewer currently migratory students are served than formerly migratory ones (162,000 versus 209,000) in the regular term.

In the summer term of 1990, 21 percent of both currently and formerly migratory students were served. This means that most of the students receiving services during the summer are formerly migratory students. Research demonstrates that those who are currently migratory are at somewhat greater risk of educational failure than those who have been settled out for longer than a year or two, and that the proportion of children who are especially needy declines over time once they stop migrating.

The Panel has two overriding concerns about this valuable program:

1. Why does the MEP--a federal program for migratory children--mostly serve students who should be the responsibility of state and local governments?
2. Why does the MEP place a premium on recruiting formerly migratory who are easier to identify, for purposes of securing scarce federal dollars, while many currently migratory students are not served at all or receive minimal services?

Who Is Responsible?

The special educational needs of migratory students are often treated as the primary or exclusive responsibility of the Chapter 1 MEP. Although the MEP was designed as a supplementary program, one to be used only as a last resort in meeting the unique and special needs of these children, the MEP is often used as a program of first resort. More than half (53 percent) of the migratory children listed on the national computerized database, the Migrant Student Record Transfer System (MSRTS), and enrolled in school, as defined by the law, have not had a "qualifying move" within a year and should be considered the responsibility of the states and local public schools. In addition, almost a third of the currently migratory students in regular school year programs and one-quarter of those in summer programs have migrated within a state and not from one state to another.

There are a large number of migratory children whose special educational needs are not being met by any other supplementary program to which they may be entitled as a matter of law. The Chapter 1 MEP is the only source of supplementary education services for 71 percent of migratory children during the regular school year. The only other significant source of instructional assistance is the regular Chapter 1 program, which serves about one-quarter of the migratory students enrolled during the regular school year. Other migratory children do not receive services either because they have missed the date for the test that determines eligibility or because they are enrolled in a school or in a grade that does not receive Chapter 1 regular program funds.

Counted But Not Served

Program staff recruit and identify eligible migratory children for the purpose of determining how much federal money a project will receive, but not all eligible children receive services. Projects and states compete with each other for limited federal dollars. To keep track of the children who are counted, $8 million is spent on the MSRTS. In addition, as many as

1,000 people are employed in state and local agencies to enter and retrieve data.

Congress authorized the MSRTS in 1974 to facilitate the transfer of pertinent student information from one school and district to another as children moved with their parents from one field or orchard to another. Whatever the original justification for this computer network, the majority of students receiving special help do not migrate during the school year. For those who are currently migratory, MSRTS is no longer the primary method of transferring student records. School systems exchange information about migratory students the same way they do for all students--by mail, telephone, and fax.

Research shows that the primary use of the MSRTS is to document program eligibility and migratory status, on the basis of which federal funds are allocated among migrant education projects and demographic information is provided for state plans.

For this most needy population, the Chapter 1 MEP should be converted into a formula state grant program based on counts of migratory workers, and it should serve all currently migratory children during both the regular school year and the summer as a supplement to the regular Chapter 1 program. The special educational needs of formerly migratory children should be met by the regular Chapter 1 program in the school term and by the MEP in the summer for up to five years. All currently migratory children and those who have migrated within two or three years should be automatically assessed for eligibility and provided appropriate services within the regular Chapter 1 program just as nonmigratory children are, regardless of whether the regular program serves those children's grade and school. Both currently and formerly migratory children should be served by federal and state bilingual and other special education programs for which they may be entitled.

The congressionally mandated National Commission on Migrant Education has made a number of recommendations to upgrade the technical capacity of the computer network, including installing more terminals in schools. In light of the severe educational needs of this population and the lack of services to so many migratory children, the $8 million in direct expenditures and personnel salaries could be spent instead on a migrant teacher corps. Teachers, student records and educational materials would travel with migratory families providing a continuity of instruction and referral to health and social services.

NATIONAL ASSESSMENT OF CHAPTER 1 INDEPENDENT REVIEW PANEL

Jomills Braddock
Professor
Department of Sociology
University of Miami

Jere Brophy
Professor
Institute for Research on Teaching
Michigan State University

Cynthia Brown
Director
Resource Center on Educational Equity
Council of Chief State School Officers

Michael Cohen
Director
National Alliance Restructuring Program
National Center on Education and the Economy

Ramon Cortines
Former Superintendent of Schools
San Francisco Unified School District

Richard Elmore
Professor
Graduate School of Education
Harvard University

Lily Wong Filmore
Professor
Graduate School of Education
University of California, Berkeley

Wynola Glenn
President
Community District #5 School Board
Harlem, New York

Sharon Lynn Kagan
Senior Associate
Bush Center in Child Development
and Social Policy
Yale University

Michael Kirst
Professor
School of Education
Stanford University

James Mahoney
Associate Superintendent of Schools
Archdiocese of New York

Phyllis McClure
Chair of the Independent Review Panel
Director of Policy and Information
NAACP Legal Defense and Educational Fund, Inc.

Rae Ellen McKee
1991 Teacher of the Year
Points, West Virginia

Linda Miller
Director
Division of Compensatory Education
Indiana State Department of Education

Mary Miller
Parent
Hartford, Connecticut

Alba Ortiz
Professor
College of Education
University of Texas

Lawrence C. Patrick, Jr.
Member-at-Large
Detroit Board of Education

Terry Peterson
Former Executive Director
South Carolina Business Education
  Subcommittee of the Education
  Improvement Act and "TARGET 2000"

Manuel Recio
Migrant Education Coordinator
Pennsylvania State Department of Education

June Spooner
Principal
Dean Road Elementary School
Auburn, Alabama

Sharon Wallace-Free
Teacher, PS #41
Brooklyn, New York

Diana Whitelaw
Chapter 1 Director
Connecticut State Department of Education

Susan Breslin
Consultant to the Independent
  Review Panel
New York, New York

STATEMENT OF IRIS ROTBERG, SENIOR SOCIAL SCIENTIST, RAND INSTITUTE ON EDUCATION AND TRAINING, WASHINGTON, DC

Dr. Rotberg. Thank you, Mr. Miller and members of the subcommittee. I appreciate the opportunity to discuss with you the study of Chapter 1 that I directed at RAND in consultation with staff of this committee.

First, I would like to introduce Dr. Robert Roll, who is the director of RAND's Washington office and Dr. Stephen Barro of SMB Economic Research, who conducted some of the school finance analyses included in our report.

I will begin by summarizing the major conclusions of the study and then discuss our recommendations. I have also submitted more detailed testimony for the record.

First, Chapter 1 money goes to almost three-fourths of elementary schools and more than a third of the country's secondary schools. It supports almost any kind of reasonable education intervention. It serves millions of children, particularly by providing remedial instruction. It benefits many of those it serves.

Second, the program has virtually no impact on overall school quality. It has not kept up with the needs either in poor inner-city or in rural schools. As designed, it cannot lead to fundamental schoolwide improvements. It cannot significantly advance the overall quality of education in poor communities. This is because the amount of funding is small in relation to overall education expenditures and because the funds are widely disbursed. For example, Chapter 1 funds go to almost half of the elementary schools in the country with as few as 10 percent poor children. This money is spread too thin.

Third, public school expenditures vary tremendously among States, districts in a State, and schools in a district. Chapter 1 does not make a dent in the difference. Less money is devoted to the education of many Chapter 1 participants, even after the addition of Chapter 1 funds, than is devoted to the education of other children across the Nation. Some districts spend more than twice as much as other districts within the same State.

A judge in a school finance case put it this way: "If money is inadequate to improve education, the residents of poor districts should at least have an equal opportunity to be disappointed by its failure."

Fourth, large inequalities in education resources occur within school districts as well as among districts and States. Some schools have half the resources of other schools within the same district. On average, those schools with high proportions of low-income and minority students receive less money.

The study recommends three basic changes.

First, increase Chapter 1 funding for the Nation's lowest income school districts and schools. Concentrate the funds. Merge the present Basic Grant and Concentration Grant formulas into a single weighted formula that provides more money per poor child as the concentration of poor children in a district increases. Provide the money to States rather than to counties. States, in turn, would distribute it under the new formula. Require a similar weighting to ensure that the funds go to the poorer schools within a school district.

Under the formula we propose, almost all districts currently eligible for Chapter 1 would continue to receive some funding. In practice, the level of that funding in a district would depend on the combined effects of, first, the overall Chapter 1 appropriations and, second, the degree of weighting for low-income districts built into the formula. Regardless of the overall level of Chapter 1 appropriations, however, we strongly recommend the use of a formula weighted by concentration of poor children.

Our second recommendation is to formulate how Chapter 1 funds are used in a school. If sufficient Chapter 1 funding is available, we propose that the funds go to encourage schoolwide improvement for the broad range of low-income children in the designated schools. This change could dramatically improve educational opportunities for the lowest income children. The purpose is to provide the poorer schools with the resources needed to make comprehensive changes in their educational offerings.

I would like to emphasize, however, that if the current, limited Chapter 1 resources went into a school's overall budget, many children now receiving services would probably lose them—while the overall quality of the education program could not improve noticeably. It is hardly meaningful to recommend schoolwide projects in a school that receives only enough Chapter 1 funds to support one aide or a part-time teacher. If a school does not have sufficient resources, it would be better to let the children continue to receive supplemental services in most cases.

Our third recommendation relates to what we believe is one of the greatest problems in U.S. public education—the large disparity in expenditures across school districts.

One option for addressing this disparity is to use the Chapter 2 Block Grant program as the basis for a system of fiscal incentives to encourage States to narrow the expenditure differential between rich and poor school districts. It appears feasible, with available data, to assess both the potential effectiveness of incentives for equity and the likely distribution of the proposed incentive grants among States.

We strongly recommend, however, that Chapter 1 should not be used for this purpose. First, some States would turn down the Chapter 1 funds because they simply do not have the resources to increase expenditures to poor districts.

Second, Chapter 1 participants, already harmed by unevenly distributed education expenditures, would be further harmed if Federal funds were withdrawn.

We also conclude that Federal requirements for Chapter 1 testing should be eliminated. Chapter 1 students have plenty of other tests routinely given to all students in their school districts. The Chapter 1 test requirements are costly; they have negative consequences for the students—rote learning, pullout programs, tracking, and the rest—and they provide little useful information.

These findings also apply to recent proposals to increase Chapter 1 accountability requirements as a trade-off for reducing other regulations. The reality is, we do not know how to do that without continuing to incur the adverse consequences of current testing practices. Better measures—for example performance assessments, essay exams, portfolio assessments—do not yet exist for accountability purposes nationwide and are unlikely to be available in the near future.

Instead of Federal requirements for Chapter 1 testing, a system is needed to encourage accountability and better information at the local level. School districts should be encouraged to use far broader measures of student performance, for example, grades, attendance, promotions, and dropout and graduation rates, as well as information about the responsiveness of the school education program to the identified needs and problems.

I would like to conclude by noting that the environment for Chapter 1 today is far more challenging than the problems for which the program was initially designed. The numbers of poor children have increased substantially. In recent years, several proposals—including the restructuring of schools, the establishment of national standards in testing, and the use of vouchers—have been put forward as the reforms needed to strengthen the Nation's education system. These proposals do not begin to address either the severe problems of poverty in the inner-city and rural schools or the serious under funding of these schools.

Constance Clayton, Superintendent of the Philadelphia Public Schools, summarized it this way in a paper she wrote for the RAND study: "We must face every day the realities of the unequal hand dealt to our children and to our schools."

Thank you very much.

[The prepared statement of Dr. Rotberg follows:]

ORAL STATEMENT OF

Iris C. Rotberg
Senior Social Scientist
RAND

before the

Subcommittee on Elementary, Secondary,
and Vocational Education
Committee on Education and Labor
U.S. House of Representatives

February 25, 1993

The preparation of this testimony was supported by the RAND Institute on Education and Training. The views and recommendations presented in the testimony are solely those of the authors and do not necessarily represent those of RAND or any of its research sponsors.

Mr. Chairman and Members of the Subcommittee: Thank you for the opportunity to discuss with you the study of Chapter 1 that I directed at RAND in consultation with staff of this committee.

First, however, I would like to introduce two colleagues who are here today: Dr. C. Robert Roll, Jr., Director of RAND's Washington Office, and Dr. Stephen M. Barro, SMB Economic Research, Inc., who conducted some of the school finance analyses included in our report.

I will begin by summarizing the major conclusions of the study, and then discuss our recommendations. I have also submitted more detailed testimony for the record.

1. Chapter 1 money goes to almost three-fourths of all elementary schools and more than a third of the country's secondary schools. It supports almost any kind of reasonable education intervention. It serves millions of children, particularly by providing remedial instruction. It benefits many of those it serves.

2. The program has virtually no impact on overall school quality. It has not kept up with the needs either in poor inner-city or in rural schools. As designed, it cannot lead to fundamental schoolwide improvements. It cannot significantly advance the overall quality of education in poor communities. This is because the amount of funding is small in relation to overall education expenditures, and because the funds are widely dispersed. Indeed, Chapter 1 funds go to almost half of the elementary schools in the country with as few as 10 percent poor children. This money is spread too thin.

3. Public school expenditures vary tremendously among states, districts in a state, and schools in a district. Chapter 1 does not make a dent in the difference. Less money is devoted to the education of many Chapter 1 participants, even after the addition of Chapter 1 funds, than is devoted to the education of other children across the nation. For example, in Illinois, school districts spend between roughly $2400 and $8300 per student. The 100 poorest districts in Texas spend an average of just under $3000 per student. The 100 wealthiest districts, however, spend an average of about $7200. A judge in a school finance case put it this way: "If money is inadequate to improve

education, the residents of poor districts should at least have an equal opportunity to be disappointed by its failure."

4. Large inequalities in education resources occur within school districts, as well as among districts and states. Some schools have half the resources of other schools in the same district. On average, those schools with high proportions of low-income and minority students receive less money.

Our study recommends three basic changes:

First, increase Chapter 1 funding for the nation's lowest-income school districts and schools. Concentrate the funds. Merge the present Basic Grant and Concentration Grant formulas into a single weighted formula that provides more money per poor child as the concentration of poor children in a district increases. Provide the money to states (rather than to counties); states, in turn, would distribute it under the new formula. Require a similar weighting to ensure that the funds go to the poorer schools within a school district.

Under the proposed formula, almost all districts currently eligible for Chapter 1 would continue to receive some funding. In practice, the level of funding in a district would depend on the combined effects of (1) the overall Chapter 1 appropriations, and (2) the degree of weighting for low-income districts built into the formula. Regardless of the overall level of Chapter 1 appropriations, however, we strongly recommend the use of a formula weighted by concentration of poor children.

Our second recommendation is to reformulate how Chapter 1 funds are used in a school. If sufficient Chapter 1 funding is available, we propose that the funds go to encourage schoolwide improvement for the broad range of low-income children in the designated schools. This change could dramatically improve educational opportunities for the most disadvantaged children. The purpose is to provide the poorer schools with the resources needed to make comprehensive changes in their educational offerings.

A combination of poverty, immigration, weak local economies, and program fragmentation have rendered many schools incapable of serving the majority of their students. We cannot argue either that students

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need "just a little extra," or that only a small minority of students suffers from selective neglect. Almost all of these students need help. Yet, Chapter 1 reaches relatively few of these students, and only in narrow instructional areas. The point is that some schools are so pervasively inadequate and underfunded that they need basic reform, not the addition of a few services at the margin.

I would like to emphasize, however, that if the current, limited Chapter 1 resources went into a school's overall budget, many children now receiving special services would probably lose them--while the overall quality of the education program would not improve noticeably. It is hardly meaningful to recommend schoolwide projects in a school that receives only enough Chapter 1 funds to support (as is often the case) one aide or a part-time teacher. If a school does not have sufficient resources, it would be better to let children continue to receive supplemental services.

Our third recommendation relates to what we believe is one of the greatest problems in U.S. public education--the large disparity in expenditures across school districts. One option for addressing this disparity is to use the Chapter 2 Block Grant program as the base for a system of fiscal incentives to encourage states to narrow the expenditure differential between rich and poor school districts. It appears feasible, with available data, to assess both the potential effectiveness of incentives for equity and the likely distribution of the proposed incentive grants among states.

We strongly recommend against using Chapter 1 for this purpose. First, some states would turn down the Chapter 1 funds because they simply do not have the resources to increase expenditures to poor districts. Second, Chapter 1 participants, already harmed by unevenly distributed education expenditures, would be further harmed if federal funds were withdrawn.

We also conclude that federal requirements for Chapter 1 testing should be eliminated. Chapter 1 students have plenty of other tests routinely given to all students in their school districts. The Chapter 1 test requirements are costly; they have negative consequences for the students--rote learning, pullout programs, tracking, and the rest--and they provide little useful information. They tell us only what we already know--the effects of inadequate resources and poverty on the learning experience.

Instead of federal requirements for Chapter 1 testing, a system is needed to encourage accountability at the local level. School districts should be encouraged to use far broader measures of student performance, for example, grades, attendance, promotions, and dropout and graduation rates, as well as information about the responsiveness of the school's education program to the identified needs and problems.

A concluding point: The environment for Chapter 1 today is far more challenging than the problems for which the program was originally designed. The numbers of poor children have increased substantially. In recent years, several proposals--including the "restructuring" of schools, the establishment of national standards and testing, and the use of vouchers--have been put forward as the reforms needed to strengthen the nation's education system. These proposals do not begin to address either the severe problems of poverty in our inner-city and rural schools or the serious underfunding of these schools.

Constance Clayton, Superintendent of the Philadelphia Public Schools, summarized it this way in a paper written for the RAND study: "We must face every day the realities of the unequal hand dealt to our children and to our schools."

Thank you.

CONGRESSIONAL TESTIMONY

RAND

Federal Policy Options for Improving the Education of Low-Income Students

Iris C. Rotberg

CT-105

February 1993

Institute on Education and Training

STATEMENT OF

Iris C. Rotberg
Senior Social Scientist
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Mr. Chairman and Members of the Subcommittee: Thank you for the opportunity to discuss with you the study of Chapter 1 that I directed at RAND. The study focuses on federal policy options to improve education in low-income areas of the United States; it was conducted in consultation with staff of this Committee. Today, I will present a statement that I have prepared jointly with James J. Harvey, President of James Harvey and Associates, who coauthored RAND's report. In addition, parts of the discussion of school finance issues are drawn from analyses by Stephen M. Barro, SMB Economic Research, Inc.

I will begin by setting the context for Chapter 1, and then summarize the major conclusions and recommendations of the study.

The United States faces the difficult challenge of improving the education of students from low-income families. Because family income, family education level, and student educational achievement are closely correlated, low-income children often face a double handicap: They have greater needs than more affluent children, yet they attend schools with substantially less resources.

Based on these broad considerations, the RAND Institute on Education and Training, in consultation with the Committee on Education and Labor, undertook a comprehensive analysis of federal policy options to improve education in low-income areas. The analysis focuses on Chapter 1 of the Elementary and Secondary Education Act of 1965, the nation's $6.1 billion program for assisting "disadvantaged" students in primary and secondary schools. After a quarter-century of experience with Chapter 1, it is a particularly appropriate time to review its accomplishments and problems and to assess options for strengthening the program while maintaining its concentration on the education of disadvantaged students.

The RAND study considered a broad array of questions. For example, can Chapter 1, as currently financed, respond to recent increases in the incidence of poverty? What new possibilities for program improvement would emerge if federal funding for the education of disadvantaged students increased substantially? What are the consequences of alternative approaches for distributing funds and selecting students, and for increasing the level of resources available to low-income school districts? Can federal funds be used as an incentive to encourage greater school finance equalization? Is there any reason to believe that low-income students will benefit if the focus of Chapter 1 changed from supplemental services to "schoolwide improvement?" What are the effects of current Chapter 1 testing requirements?

Shorn of its legislative and regulatory complexity, Chapter 1 is designed to do two things: (1) deliver federal funds to local school districts and schools responsible for the education of students from low-income families and (2) supplement the educational services provided in those districts to low-achieving students.

School districts with ten or more children from families below the poverty level are eligible to receive Chapter 1 funds. Funding is directed by a formula that provides money to counties within each state based on the number of low-income children and state per pupil expenditures. Where school district and county boundaries do not coincide, the state divides county allocations of Chapter 1 funds (as determined by the incidence of poverty) among the districts. School districts then allocate funds to schools, based on poverty and achievement. Schools select eligible students not on income criteria, but on the basis of "educational deprivation," normally determined by performance on standardized achievement tests or by teacher recommendations.

As a result, Chapter 1, for the most part, provides supplemental services to individually selected children within a school. Typically funds are used for remedial reading and mathematics programs. Chapter 1 funds also support such programs as computer-assisted instruction, English as a second language, the teaching of reasoning and problem solving, early childhood activities, health and nutrition services, counseling and social services, and summer activities.

The RAND study draws on (1) a comprehensive review of existing evaluation data on Chapter 1, (2) invited commentaries by approximately 100 policymakers, researchers, and educators (teachers, principals, and administrators) describing the strengths and shortcomings of Chapter 1, and (3) a commissioned study of federal options for school finance equalization. The study report reviews the program's accomplishments, assesses the status of Chapter 1 today, and argues that it needs to be fundamentally reshaped to meet the challenges of tomorrow.

MAJOR CONCLUSIONS

- **Chapter 1 serves millions of students and thousands of school districts and schools.**

Chapter 1 focuses the attention of educators on the needs of disadvantaged children. It offers extra dollars that, at the margin, permit financially strapped schools to provide special assistance for poor and disadvantaged students. It provides students with supplemental basic skills instruction and, more recently, help in developing advanced skills. It encourages evaluation of education practice. While Chapter 1 benefits many children, however, it affects the overall quality of education in low-income communities only marginally. The challenge is to improve the program without in the process weakening its current benefits to participating children.

- **Chapter 1, as currently funded, cannot address the growing needs of low-income schools.**

The United States has changed in significant ways since Chapter 1 was first enacted. The number of children in poverty has increased. One in five children under the age of 18 lives in poverty, including 44 percent of African-American and 40 percent of Hispanic children.

Perhaps the most striking demographic trend lies in the makeup of the American youth population. Thirty percent of all public school students today are members of a minority group, and this proportion is expected to grow to 40 percent by the year 2010. On average, the enrollment in the 45 largest urban school districts is about 70 percent minority. In recent years, New York, Los Angeles, Chicago, and Miami together have enrolled nearly 100,000 new students *each year* who are either foreign born or children of immigrants. These students need intensified services.

Thirty percent of children in central cities live below the poverty line. Twenty-two percent of children in rural areas are poor, and these areas contain some of the most severely impoverished counties in the nation. The pressures on schools have increased dramatically in recent years and are likely to intensify still further as more low-income children arrive at the schoolhouse door. At current funding levels, Chapter 1 cannot respond to the severe new needs these youngsters bring with them to school.

- **Because it is so broadly distributed nationwide, Chapter 1 cannot provide the critical mass of resources to make a real difference in the quality of education in the poorest communities and schools.**

Because Chapter 1 funds are available to any district with ten or more eligible children, the funds are spread very broadly. They go to 90 percent of the nation's school districts (only very small districts or those that choose not to have Chapter 1 programs are excluded), and districts, in turn, enjoy wide latitude in defining the universe of eligible schools. Approximately 71 percent of the nation's elementary schools and 39 percent of the secondary schools receive Chapter 1 funds. Almost half of the elementary schools in the nation with fewer than 10 percent poor children in their student body receive Chapter 1 funds.

- **The large inequalities in education expenditures among states and localities, even after adjusting for cost differentials, call into question the supplemental character of Chapter 1.**

In many jurisdictions, large differences in education expenditures exist *even after the addition of Chapter 1 funds*. The education of low-income, low-achieving participants in Chapter 1 is often less well funded, federal aid notwithstanding, than the education of children in nearby communities and, of course, around the nation.

Chapter 1 was designed to supplement only in a local sense. It was never intended to equalize educational expenditures within states, let alone across states. Indeed, no federal rule is violated if Chapter 1 children in one district receive, for example, $800 per pupil in Chapter 1 funds plus $4000 in state and local funds, while non-Chapter 1 children in neighboring districts receive $6000 in state and locally funded services. Nor is any federal rule violated if one state's regular students receive more educational services than another state's Chapter 1 pupils.

These inequalities would not matter so much if individuals competed academically and economically only within their local communities, but that is obviously not the case. The United States is a national economy, not a collection of isolated state and local economies. Yet, wealthy districts across the country often outspend their poorer neighbors in the same state by 250 to 300 percent. In Illinois, school districts spend between $2356 and $8286 per student. The 100 poorest districts in Texas spend an average of $2978 per student, while the 100 wealthiest spent an average of $7233. In the 1986-1987 school year, the expenditures in Mississippi ranged from $1324 to $4018 per pupil.

Some states average about twice as much per pupil as other states. In the lowest-spending states, considerably less is spent on all students, whether advantaged or disadvantaged.

In other words, Chapter 1 supplements only in a narrow, local sense. It falls far short of the proclaimed goal of federal compensatory education policy, which is to put disadvantaged children throughout the United States on a more equal footing with their more advantaged peers. Instead of receiving extra resources that might help them catch up, many Chapter 1 pupils in poor and lower-spending districts and states receive below average resources--even counting federal funds--and thus may fall further behind.

- **Large inequalities in education resources occur within school districts, as well as among districts and states.**

Chapter 1 regulations require that the level of services in Chapter 1 schools be at least comparable to those in non-Chapter 1 schools before the addition of compensatory funds. A district is considered to have met the requirements if it has filed with the state a written assurance that it has established and implemented (1) a districtwide salary schedule, (2) a policy to ensure equivalence among schools in teachers, administrators, and auxiliary personnel, and (3) a policy to ensure equivalence among schools in the provision of curriculum materials and instructional supplies.

Research and school finance evidence suggests, however, that large intradistrict resource inequities exist among schools despite this comparability regulation. For example, data gathered in connection with the Rodriguez vs. Anton school finance litigation in Los Angeles showed per pupil expenditures to be almost twice as high in some schools as in others. Moreover, while per pupil expenditures varied widely even for schools with similar population characteristics, schools with higher than average proportions of Hispanic students (defined as 15 percent above the district average) received, on average, significantly lower levels of resources.

A large part of the gap is accounted for by differences in teachers' experience and education which, in turn, determine their salaries. We know that more often than not the "best" teachers, including experienced teachers offered greater choice in school assignments because of their seniority, avoid high-poverty schools. As a result, many low-income and minority students rarely encounter the best-qualified and more experienced teachers, the very teachers likely to master the kinds of instructional strategies considered effective for all students.

These findings are supported by a 1991 House of Representatives study: Educational opportunities differ distinctly between wealthy and low-income schools. The study concluded that low-income districts were less likely to offer preschool child-development programs, more likely to stuff additional children into individual classrooms, sorely deficient in counseling and social services, and less likely to have as many teachers with advanced degrees or to offer as full a curriculum.

- **Chapter 1's multiple purposes--an amalgamation aimed at assisting low-income districts while also providing funds to wealthy districts--have produced an exceptionally difficult combination of policy objectives: improving the overall quality of education in low-income communities while raising the achievement of the lowest-performing students in a large proportion of the nation's schools.**

The Title 1/Chapter 1 legislation is based on a "recognition of the special educational needs of children of low-income families and the impact of concentrations of low-income families on the ability of local educational agencies to provide educational programs which meet such needs." All low-income children, whatever their individual strengths or weaknesses, have special educational needs that many school districts do not address. Further, the impact of large concentrations of low-income families means that school districts have trouble meeting these special needs.

To address these needs, the Chapter 1 funding formula drives funds to the district, and normally to the school, based on counts of low-income youngsters; once the school receives the money, however, only youngsters deemed "educationally deprived" on the basis of achievement measures are eligible for Chapter 1 services. This restriction, in turn, creates supplemental services for a relatively small proportion of the student body, even in low-income districts.

As a practical matter, the program may have lacked alternatives. Given the distressing shortcomings in funding available for Chapter 1, some means of rationing services at the school level was inevitable. In that light, the rationing device of greatest educational need is an appropriate solution when only a small proportion of students in each school can be served, given the level of funding.

Because funds are spread so broadly across states, districts, and schools and are "rationed" by focusing them on the lowest-achieving children in specific schools, the neediest schools rarely have the resources required to do much more than provide remedial basic skills programs. The funds certainly are not sufficient to improve the quality of education generally--for poor children or for low-achieving children.

For understandable reasons (primarily financial), as the program has developed it has come to be understood as supplemental services for, and only for, the lowest-achieving children in communities throughout the nation. The students served are typically in the bottom quarter of tested achievement. In many states, the average achievement level of these students is in the 15th-to-20th-percentile range, and many are in the bottom 10th percentile. More than half the students served are not poor, although many come from families with relatively low incomes.

Chapter 1 is clearly providing essential services, and many students are benefiting. Given the current level and distribution of resources, however, Chapter 1 cannot lead to fundamental improvements in the overall quality of education in low-income communities.

RECOMMENDATIONS

The report recommends a new three-part federal strategy for meeting the needs of low-income students: (1) increase Chapter 1 funding for the nation's lowest-income school districts and schools, (2) reformulate Chapter 1 to encourage fundamental improvements in the quality of education available to low-income children of all achievement levels, and (3) use a separate general aid program to provide incentives for equalizing overall funding within states.

1. **Increase Chapter 1 funding for the nation's lowest-income school districts and schools.**

The existing Chapter 1 funding mechanism spreads the available funds thinly and widely, taking little account of the disproportionate educational problems faced by districts with high concentrations of poor children in their schools. While school districts receive larger amounts of Chapter 1 funding as their *numbers* of low-income students increase, districts with high *concentrations* of low-income students do not receive larger allocations per poor pupil. The proposed changes would alter this pattern sharply by providing substantially greater aid *per low-income child* to the places with the most severe poverty-related problems. The key elements of the recommendation are to:

- Merge the present Basic Grant and Concentration Grant formulas into a single formula that allocates more Chapter 1 aid per low-income child to places where the percentage of low-income children is higher.

This change could be accomplished by assigning different weights for school districts based on different ranges of poverty concentration, or calculating each district's weighting factor according to a continuous sliding scale. The proposed formula is designed so that almost all of the districts currently eligible for Chapter 1 would continue to receive some funding. In practice, the level of funding in a district would depend on the combined effects of (1) the overall Chapter 1 appropriations and (2) the degree of weighting for low-income districts built into the formula. We recommend, however, that a formula weighted by concentration of poor children be used whatever the overall level of Chapter 1 appropriations.

- Distribute funds first to states and then to school districts within each state.

Under the current formula, Chapter 1 funds are allocated to counties; states are responsible for allocating funds to the districts within each county according to the number of poor children in each district. Retaining the county-level formula would make it difficult to allocate Chapter 1 funds effectively in relation to poverty concentration because counties sometimes contain districts with widely differing concentrations of poverty. Los Angeles County, for example, includes extremely wealthy districts like Beverly Hills and very poor, almost all-minority districts like Compton. If Los Angeles County received an allocation of Chapter 1 funds based on its countywide average poverty rate, the poorest districts in the county would not receive aid commensurate with their high poverty concentrations.

- Require each school district to tilt the within-district distribution of Chapter 1 resources strongly in favor of schools with high concentrations of low-income pupils.

School districts should also give priority to their highest-poverty schools in allocating Chapter 1 resources. The objective is to increase substantially the resource levels available to these schools so that they can fundamentally change their education program. To allocate funds to schools, districts could use a weighted formula comparable to that proposed for district allocations, giving extra weight to schools with high proportions of low-income children. This formula could be combined with the principle that Chapter 1 funds should be allocated only to schools above a specified poverty threshold, for example, 20 percent.

We recommend also that school districts use only poverty criteria, rather than the current mix of poverty and achievement criteria, to allocate funds to schools. The use of poverty criteria would eliminate current perverse incentives that increase funds for schools as numbers of low-achieving children increase, while decreasing funds for schools reporting achievement gains.

Finally, in implementing the proposed strategy, it is essential to ensure that the federal funds not replace what otherwise would have been spent. A strategy designed to provide sufficient resources to high-poverty schools becomes meaningless if those resources simply replace state and local expenditures. We recommend, therefore, strengthening the comparability regulation so that it creates real resource equality among schools before the addition of Chapter 1 funds. Such a requirement would increase substantially the total resources available to the lowest-income schools. The current variation in real dollar value of the assets in schools can vary by a factor of two. A large part of the difference is caused by teacher allocation: The neediest schools usually get the teachers with the lowest levels of experience and education. Chapter 1 could promote real comparability, for example, by requiring that the real dollar per pupil operating costs of schools must be equal (say, within 5 percent) before Chapter 1 funds are made available.

2. **Reformulate Chapter 1 to encourage fundamental improvements in the quality of education available to low-income children of all achievement levels.**

If sufficient Chapter 1 funds are directed to low-income communities, the funds should be used to encourage schoolwide improvement for the broad range of low-income children in the designated schools. The recommendation is based on the evidence that low-, moderate-, and high-achieving children in schools with large concentrations of poor children have fewer educational opportunities than do children in more affluent schools. By reorienting Chapter 1 to serve the broad range of low-income children, and directing resources to meet that objective, Chapter 1 would have the potential to go beyond remedial basic skills instruction to provide significant improvements in the education provided to all low-income students, whatever their level of tested achievement.

Under existing law, schools with an enrollment of 75 percent or more poor students are permitted to use Chapter 1 resources to make overall improvements in their education programs (*schoolwide* projects) rather than limiting services to selected students. Some 2000 schools have implemented schoolwide projects to date, although more than 9000 schools are eligible. Many of these schools currently do not have the level of resources required to make schoolwide projects a viable option.

What level of Chapter 1 funding is needed to make schoolwide projects a realistic option in our poorest communities? A funding level of approximately $9.5 billion would make it possible to provide a critical mass of resources to schools with an enrollment of 75 percent or more poor children, while continuing to fund the other schools at current levels. With a funding level of $12.8 billion, schoolwide projects could be implemented in schools with an enrollment of 60 percent or more poor children--that is, in almost one-third of the nation's Chapter 1 schools, or more than 16,000 schools. In many cases, however, the proposed revenue increments still would not raise per pupil expenditures to the level of those in affluent districts. They would nevertheless provide a realistic opportunity for participating schools to make fundamental educational improvements.

Educational opportunities for the most disadvantaged children could change dramatically. Many more schools would have the resources needed to make comprehensive, profound changes in their educational offerings, i.e., to encourage more schoolwide projects with more money behind them. Schoolwide projects would also address the concern that Chapter 1 has created in some schools a "second system" of education that tracks students into special programs which substitute for the instruction that children would receive in their school's regular instructional program.

Moreover, a combination of poverty, immigration, weak local economic bases, and program fragmentation have rendered many schools incapable of serving the majority of their students. With dropout rates exceeding 50 percent in some schools and a serious lack of resources, it is hard to argue either that students need "just a little extra," or that a small minority of students suffers from selective neglect. Almost all of these students need help. Yet, Chapter 1 reaches relatively few of these students, and only in narrow instructional areas. Some schools are so pervasively inadequate and underfunded that they need fundamental reform, not the addition of a few services at the margin.

But a blanket recommendation for schoolwide projects, universally applied, responds no better to the diversity of individual school and student needs than the prevailing, nearly universal, practice of discrete services for low-achieving students in designated schools. The emphasis on schoolwide projects does not cancel the need for supplemental instruction or individual tutoring for particular students in some schools.

Indeed, Chapter 1 resources should continue to focus on supplemental services in schools that do not receive sufficient funds to implement schoolwide projects. If the current limited Chapter 1 resources went into schools' overall budgets, many children now receiving special services would be likely to lose them, while the overall quality of the educational program probably would not be noticeably improved.

It is hardly meaningful to recommend schoolwide projects in a school that receives only enough Chapter 1 funds to support (as is often the case) one aide or a part-time teacher who has time to work only with children who score below the 15th or 20th percentile in reading. Educational choices are limited by funding--the question of the "optimum" Chapter 1 program (whether schoolwide projects or services to individually selected students are the best approach) cannot be separated from the level and allocation of resources.

There is an argument, however, even if funding does not increase substantially, to permit schools with high poverty concentrations (say, above 65 or 70 percent) to implement schoolwide projects. First, it may not be meaningful in these schools to limit Chapter 1 services to only a small proportion of the student body. Second, the educational program in some schools may suffer from fragmentation caused by multiple categorical programs. Permitting schoolwide projects in high-poverty schools is a reasonable option. If we do so, however, it is important to be realistic about what we can--and cannot--accomplish. Permitting schoolwide projects is not the same as funding them adequately; without sufficient resources, schoolwide projects are unlikely to translate into significant schoolwide improvement.

3. **Use a separate general aid program to provide incentives for equalizing overall funding within states.**

State and local financial disparities obviously hinder the achievement of federal goals for the education of the disadvantaged. As a practical matter, if the goal of Chapter 1 is to give the typical economically disadvantaged child in America greater (hence compensatory) educational resources than the typical advantaged child, the federal government has to include some effort to equalize base expenditures.

One option is to use the current Chapter 2 Block Grant Program, which is essentially general aid to education, as the base for a system of fiscal incentives for fiscal equalization within states. It appears feasible, with available data, to consider the implications of using Chapter 2 to encourage equalization, and to analyze the costs and the political and legal context for school finance reform in each state. That analysis would provide the best basis for assessing both the potential effectiveness of incentives for equity and the likely distribution of the proposed incentive grants among states.

It is unrealistic to expect massive initial funding for equalization incentive grants, given the current federal deficit problems; however, an incentive provision could be phased in with relatively modest initial funding. For example, between $1 and $2 billion in equalization incentive grants might be distributed initially, rising to perhaps three or four times that much over a period of years. A gradual phase-in is actually a virtue in this case, rather than just a fiscal necessity, as it would allow time for states to take the difficult steps necessary to equalize their systems before the stakes become too high.

Our analysis shows that general aid linked to equalization has a lot to recommend it over using Chapter 1 for the same purpose. With general aid, the federal government would possess genuine leverage in encouraging intrastate equalization. By distributing general aid in amounts linked to intrastate equalization, the government could simultaneously promote equity within states and provide resources for, say, efforts to raise the quality of schools.

Although general aid would not be earmarked for particular purposes, states could view it as a federal contribution to the cost of equalization. Moreover, because the aid would be unrestricted, states would value each dollar of general aid more highly than a dollar of categorical aid. The incentive effect per dollar would be correspondingly stronger. Freed of concern that disadvantaged students might be adversely affected, the government could set both the stakes and the degree of equalization higher. In contrast, Chapter 1 participants, already harmed by unevenly distributed base expenditures, would suffer further if federal funds were withdrawn.

How effective might federal general aid be in leveling the existing intrastate disparities in per pupil spending? Clearly, the answer will vary state by state. In some states, the cost of eliminating large interdistrict disparities is likely to dwarf the potential federal rewards, rendering the incentives ineffective. In such cases, however, the cost to the federal government could be minimal, provided that the formula is designed to give little aid to inequitable states. In other cases, federal aid may tip the balance, inducing states that would not have done so otherwise to adopt major school finance reforms. This outcome is particularly likely where other pressures--political or judicial--are already being exerted in favor of school finance equity.

UNDERSTANDING PROGRAM EFFECTS

This report calls for fundamental changes in delivery mechanisms for federal education services. The proposed strategy involves substantially increasing funding for the nation's lowest-income districts and schools, thereby facilitating the adoption of schoolwide projects focused on enriching the educational experience of low-income children of all achievement levels.

If these changes are to be effective, a new concept of accountability in Chapter 1 is also required. In a sense, the federal government needs to consider anew the perennial question that has accompanied Chapter 1 since 1965. How will we know whether what we are doing is accomplishing anything?

Program accountability in education was almost an invention of the original Title I legislation in 1965. The evaluation requirement soon took on a life of its own, with two distinct approaches.

The first was to conduct national evaluations of Chapter 1 as well as studies that provided a more general sense of trends in the education of low-income students, including information about (1) resources and educational programs in low-income schools and (2) student attainment, including test scores, grades, promotion rates, attendance rates, high school graduation, and college attendance. The best of these studies have served us well in the past and can be expected to continue to provide essential information about the effectiveness of Chapter 1 in improving the education of low-income students.

The second approach involved annual programs of achievement testing at the local level for purposes of accountability. For reasons described below, we conclude that this approach has had adverse consequences and should be replaced by accountability methods that are more consistent with the reformulation of Chapter 1 recommended in this report.

Chapter 1 testing of students currently permeates virtually every aspect of the program. Students are tested to determine program eligibility and students are tested at the end of the year to see how much they have learned. Policymakers hope that the more they hold schools accountable for the test scores of Chapter 1 students, the more their educational programs will improve. Instead, the proliferation of testing has led to a diverse set of problems and negative incentives: (1) Chapter 1 testing encourages the teaching of a narrow set of measurable skills that often have little to do with what we most value in education; (2) test score changes from year to year, or from one building to another, tell us little about the quality of the educational program; and (3) the use of test scores for funds allocation often results in punishment for a job well done.

According to one argument, testing can be improved by developing innovative new tests, often called "authentic tests," which would include performance assessments, essay exams, and portfolio assessments. Little attention is paid to how long it would take to develop the tests, how much they would cost, and whether they would be feasible to administer on a large scale. "Authentic assessment" for all Chapter 1 schools does not now exist and would be expensive to develop and administer, although it might be useful for research or diagnostic purposes in individual schools.

Quite apart from the effects of testing on individual students and classrooms, the idea that such tests should be employed as triggers for school district and state intervention in poorly performing schools is hard to justify. The 1988 Hawkins-Stafford amendments added new provisions to encourage program improvement and greater accountability. In general, Chapter 1 programs deemed to need improvement are those in which aggregate achievement scores of participating students show either no change or a decline over the course of a year. Districts are required to intervene to upgrade performance in such schools. Following district intervention, states are authorized to help design and implement joint state-district improvement plans for schools that continue to show no improvement.

The inherent unreliability of the tests that determine the need for program improvement is revealed by the following: In the nationally representative Chapter 1 Implementation Study, about one-half of identified schools "tested out" of program improvement in the second year without making any changes in their Chapter 1 programs. Test scores tend to fluctuate so much from year to year that many schools identified as requiring program improvement apparently did nothing but wait until the next testing period, successfully counting on testing out of the requirements. These findings do not mitigate the importance of district or state technical assistance to "failing" schools; they do, however, point out the impracticality of mandating this intervention nationwide based on test scores.

The evidence, from both research findings and practical experience, suggests that continuing federal testing requirements may do more harm than good. These findings also apply to recent proposals to increase Chapter 1 accountability requirements as a tradeoff for reducing other regulations: The fact is, we do not yet know how to do that without continuing to incur the adverse consequences of current testing practices.

In light of the above, we recommend that federal requirements for Chapter 1 testing--either for purposes of accountability or for determining student or school eligibility for program participation--be eliminated. Chapter 1 students should take the same tests routinely given to other children in their school districts. Federal testing requirements should no longer drive the educational program in low-income schools, encourage the teaching of a narrow set of skills, or create perverse incentives that punish schools for raising achievement.

But if tests, standing alone, are ineffective, other accountability mechanisms can be created to encourage improved performance at the local level. In reality, neither the federal government nor even the states, from their distant vantage points, can guarantee local accountability. A system is needed to encourage accountability at the local level. States become responsible for monitoring local procedures, providing technical assistance as required, and stepping in, if necessary.

Probably the best place to start rethinking accountability in Chapter 1 can be found in a redefinition of the Program Improvement provisions. As described above, these provisions depend almost exclusively on student testing to identify schools potentially in need of district or state intervention. Program Improvement should be amended to encompass far broader performance measures and standards. These might include indicators of student performance and progress, for example, grades, attendance, promotion, and dropout rates, and information about a school's capacity for problem-identification and resolution, as shown by the responsiveness of its educational programs to the identified needs and problems.

Chapter 1 schools could provide this information to district officials who would, in turn, report to state Chapter 1 officials. This approach, combined with a long-term focused research agenda, would supply valuable information to all of the actors involved with Chapter 1: Federal policymakers could draw on the results of national evaluations to gauge the effectiveness of the national effort; elected federal officials would be alerted to significant progress or problems in schools in their own constituencies; state officials would have statewide access to district reports; school district officials would have much richer information on operations in their own Chapter 1 schools and the problems that these schools face; and parents and community leaders would be able to judge how well their local schools were doing.

TIME TO ACT

It is time to act on the promise of improving the education of low-income students that the federal government first enunciated in 1965 and to address the real issues involved in providing a high-quality education in our poorest communities.

- The first issue is financial: Schools serving many of these students need more resources generally.
- The second is a matter of focus: Federal funds should be directed to the areas with the largest concentration of these youngsters.
- The third issue involves educational and policy coherence: Chapter 1 can play a much more significant role in improving education in our poorest communities.

The basic purpose of Chapter 1 was always to provide resources to schools serving large proportions of low-income youngsters; it should be reoriented around the needs of these young people, not turned upside down at the school level by comparing students on test results because resources are available to serve only a small proportion of the student body.

The environment for Chapter 1 today is far more challenging than the problems for which the program was originally designed. The numbers of poor children have increased substantially. In recent years, several proposals—including "restructuring" schools, vouchers, national standards, and national testing--have been put forward as the reforms needed to strengthen the nation's education system. These proposals do not begin to address either the severe problems of poverty in our inner-city and rural schools or the serious underfunding of these schools. Constance Clayton, Superintendent of the Philadelphia Public Schools, summarized it this way in a commentary prepared for the RAND study: "We must face every day the realities of the unequal hand dealt to our children and to our schools."

Mr. **Miller** of California. Mrs. Lowry.

STATEMENT OF ETHEL LOWRY, PRESIDENT, NATIONAL ASSOCIATION OF STATE COORDINATORS OF COMPENSATORY EDUCATION, BISMARK, ND

Ms. **Lowry**. Chairman Miller and distinguished members of the subcommittee, I am Ethel Lowry, State coordinator from North Dakota. I have experience as a reading consultant and a teacher in one-room rural schools, junior high and up to the university levels in both the United States and in Africa. I want to point out the position of the National Association of State Coordinators of Compensatory Education.

It is our position that Chapter 1, one, should reflect the national education goals; two, should capitalize on new and more effective assessment procedures; and, three, should relate to the current educational standards being developed in many States as part of their reform efforts. Chapter 1 cannot and should not be the sole force driving school reform. However, it must be an integral part of the systemic change.

As the time for the reauthorization of Chapter 1 approached, the association determined that it would be beneficial to have the view from those actually providing assistance to the students. In 1988, the law required that each State convene a committee of practitioners comprised of administrators, teachers, parents, school board members, and others to serve as an advisory group to the State in matters pertaining to Chapter 1. In preparation, each State coordinator surveyed the committee to gather data on their thinking regarding Chapter 1 issues and broader education issues. The survey contained 53 questions on a wide range of issues. Responses were received from 950 people in all of the States.

I would like to highlight selected recommendations from the seven areas that we questioned.

Number one, Targeting:

Chapter 1 should remain a categorical program that provides services only to schools with the highest percentages or numbers of students from low-income families.

Local education agencies should be given the option to identify and serve school attendance areas on a 3-year rather than an annual basis, which is now the case in the schoolwide projects.

Decennial census data used to allocate Chapter 1 funds to States should be modified periodically using current low income information.

Two, Schoolwide Projects:

The association recommends that the eligibility level for a schoolwide project should be lowered from the present level of 75 percent to 60 percent low income. And if a school wishes to participate in a schoolwide project, it should be required to spend one full year of planning and staff development prior to the implementation of the project.

Number three, Program Evaluation:

The association recommends that State and local agencies should have the flexibility to use assessment and evaluation options that best suit their specific purposes. However, instruments must be aligned with the State and local assessment practices as part of their respective reform packages.

Desired outcomes established for Chapter 1 students should be congruent with achievement expectations set for all students.

The Chapter 1 statute should promote the use of multiple measures of student achievement, student selection, program evaluation, and program improvement.

Standardized tests should not be used to measure student achievement before the fourth grade.

Number four, Program Improvement:

The association recommends that the program improvement concept be maintained and strengthened so that schools are accountable for improving existing programs while given the flexibility to incorporate innovative programs that meet the specific needs.

SEAs should have the option to develop and align State Chapter 1 program improvement plans with their State school reform plans.

And schools should be identified for program improvement using evaluation data collected from multiple sources over more than one school year.

And once identified for program improvement, those schools should be required to stay in program improvement and maintain those efforts until increased student achievement is demonstrated over a multiple-year time span.

Five, Staff Development:

The association recommends that LEA applications include staff development for all personnel involved in the implementation of the Chapter 1 project.

Six, Parent Involvement:

The association recommends that Chapter 1 programs continue to promote family literacy.

However, this area should be enhanced through parent training, parent outreach, and the coordination of services available between Chapter 1 and other programs such as Even Start and Head Start.

LEAs should be required to conduct activities to address the needs of and provide training for school staff and parents so that they may be partners in children's education.

LEAs should be required to annually involve parents to assess the effectiveness of parent involvement in the Chapter 1 programs.

Finally, Early Childhood and Coordination of Services:

The association recommends that early childhood programs set goals, objectives, and achievement levels that are developmentally appropriate for young children. Those goals must include the provision of staff development for those working with those children.

Finally, the association recommends that Chapter 1 services be better coordinated with other programs and initiatives such as State and local school improvement initiatives and between and among State and Federal programs and organizations that promote best in educational practices for children to provide a holistic approach to their needs.

I have an anecdote in my written testimony, but I want to say that I am privileged to be a part of a program that provides the tools and strategies to Chapter 1 staff in both rural and urban areas, to work with students that are at greatest risk of dropping out of school and are at risk even in life.

Thank you.

[The prepared statement of Ms. Lowry follows:]

NASCCE

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Chapter 1 ESEA

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Good morning, Honorable Chairman Kildee and distinguished members of this subcommittee. I am Ethel Lowry, state coordinator of Chapter 1 for North Dakota and president of the National Association of State Coordinators of Compensatory Education (NASCCE). I count it a privilege to come here this morning to provide further input to the hours of testimony and the mountains of paper you already have received on Chapter 1 reauthorization. First of all, I need to tell you that I am a teacher and a reading specialist who now administers a very large supplemental federally funded program in one of our states. I have taught in a one room rural school with all eight grades. My teaching experience also includes self contained elementary classrooms, junior high school and college and university instruction. I have taught students from all economic levels, native Americans in the United States and African college students in Malawi, in south central Africa. I continue to get into classrooms these days, so that I am aware of problems and joys experienced by those who are on the front lines working daily to provide the best possible education for all students.

It is the position of the state Chapter 1 coordinators that Chapter 1 should reflect the National Education goals, should capitalize on new and more effective assessment procedures and should relate to the current educational standards being developed in many states as part of their reform efforts. Chapter 1 cannot and should not be the sole force driving school reform; however, it must be an integral part of the systemic change.

Chapter 1 has progressed far from the days when administrators used the funds for purposes that did not impact upon students' learning. Funds are now used primarily for salaries of teachers, paraprofessionals and other teacher assistants who provide direct instruction to educationally disadvantaged children and youth. These staffs are utilizing the latest technology and strategies in their instruction so that students may achieve success in their regular classroom experiences and in life. In many places there is close coordination between and among Chapter 1, the regular classroom, other services and the home. Entire schools are improving their programs, due in part to the driving force of Chapter 1 program improvement and/or schoolwide projects. Thousands of young children are better prepared to enter school due to Chapter 1 pre-school services. Chapter 1 is in every state of the union, in the District of Columbia, the territories and in Puerto Rico, and is having a greater impact now than it did five years ago by assuring excellence in education for Chapter 1 learners.

As the time for the reauthorization of Chapter 1 approached, the Association of state coordinators determined that it would be beneficial to have the view from those actually providing assistance to students, not just the perspective of the fifty state coordinators and their staffs. In 1988, the law required that each state convene a committee of practitioners comprised of administrators, teachers, parents, school board members and others to serve as an advisory group to the state in matters pertaining to Chapter 1. In preparation for the reauthorization, each state coordinator surveyed the committee to gather data on their thinking regarding issues specific to Chapter 1, and also reflective of broader education goals. The survey contained fifty-three (53) questions on a wide range of issues. The survey questions and responses are contained in my written testimony as part of the Association's position paper.

Having said all of that, the Association would offer the following recommendations in seven areas:

I. Targeting of Services

A. Chapter 1 should remain a categorical program that provides funds to supplement existing education programs.

B. Local education agencies (LEAs) should be given the option to identify and serve school attendance areas on a three year rather than an annual basis.

C. LEAs should be required to provide Chapter 1 services only to schools with highest percentages or numbers of students from low income families.

D. Decennial census data used to allocate Chapter 1 funds to states should be modified periodically using current low income information.

2. Schoolwide projects

A. The Association recommends that a school which wishes to have a schoolwide project should be required to spend one full year in planning and staff development before that school can implement the project.

B. A school should use multiple funding sources to accomplish the schoolwide initiatives.

C. The eligibility level for a schoolwide project should be lowered from the present level of 75 % to 60 % low income.

D Multiple instructional strategies and support services should be used to raise student performance. Along with this annual evaluation requirements for eligible Chapter 1 students should be based upon multiple indicators.

E. Schoolwide projects should reflect a Chapter 1 per-pupil expenditure equal to or greater than the Chapter 1 per-pupil expenditure in non-schoolwide projects. Also state and local expenditures should be maintained in the same proportions as in the district, and finally comparability of state and local resources should be demonstrated.

3. Program Evaluation

A. The Association recommends that multiple measures should be used to assess and evaluate the effectiveness of Chapter 1 programs at the local, state and national levels.

B. State education agencies (SEAs) and LEAs should have the flexibility to use assessment and evaluation options that best suit their specific purposes; however, instruments must be aligned with the state and local assessment practices as part of their respective reform packages.

C. Desired outcomes established for Chapter 1 students should be congruent with achievement expectations set for all students.

D. The Chapter 1 statute should promote the use of multiple measures of student achievement for student selection, program evaluation and program improvement.

E. LEAs should have the option to use emerging authentic assessment techniques such as portfolios and performance tasks to demonstrate student progress.

F. Standardized tests should not be used to measure student achievement before the fourth grade.

G. The Office of Compensatory Education in the United States Department of Education should develop and implement a national matrix sampling program to assess the national aggregate effectiveness of Chapter 1.

4. Program Improvement

A. The Association recommends that the program improvement concept be maintained and strengthened so that schools, while given the flexibility to implement appropriate programs that meet specific needs, are accountable for improving existing programs.

B. SEAs should have the option to develop and align state Chapter 1 program improvement plans with state school reform plans.

C. School program improvement plans should be developed by a team that is representative of school personnel and parents of participating children.

D. Schools should be identified for program improvement using evaluation data collected from multiple sources over more than one school year.

E. Once schools are identified for program improvement, those schools should be required to continue improvement efforts until increased student achievement is demonstrated over a multiple year time span.

5. Staff Development

A. The Association recommends that LEA applications include staff development for all personnel involved in the implementation of the Chapter 1 project.

B. Staff development activities relating to the instruction of educationally disadvantaged children should be required for both Chapter 1 and regular program staff.

C. LEAs should demonstrate financial commitment to high quality staff development specific to the needs of Chapter 1/at risk students.

D. LEAs should ensure that all instructional staff be trained and be able to use multiple assessment techniques to measure the progress and needs of children participating in Chapter 1.

E. In order to effectively implement Chapter 1 early childhood programs, LEAs should be required to provide appropriate training and staff development for the personnel working with those young children.

6. Parent Involvement

A. The Association recommends that Chapter 1 programs continue to promote family literacy and family mathematics; however, this area should be enhanced through parent training, parent outreach and the coordination of services available between Chapter 1 and other programs such as Even Start and Head Start.

B. LEAs should be required to conduct activities to address the needs of parents so that they may be partners with the school in their children's education.

C. LEAs should be required to provide training for school personnel in effective strategies of parent involvement.

D. LEAs should be required to annually assess the effectiveness of parent involvement in Chapter 1 programs.

E. Parents should be involved in assessing the effectiveness and quality of parent involvement in Chapter 1 programs.

7. Early Childhood/Coordination of Services

A. The Association recommends that early childhood programs should set goals, objectives and achievement levels that are developmentally appropriate for young children.

B. Early childhood education programs should be required to employ certified staff to work with these young children.

C. Early childhood service programs that provide family support to early childhood education programs should be coordinated to be most effective.

D. The Association further recommends that Chapter 1 services be better coordinated with other programs and initiatives such as state and local school improvement initiatives.

E. There should be close coordination between and among organizations that promote best educational practices for children. Federal programs in the education, health and social services sectors should also coordinate services to educationally disadvantaged children to provide a holistic approach to their needs.

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I have attempted to provide the highlights from the seven areas which the Association and many practitioners agree are important in the reauthorization of Chapter 1. We think of Chapter 1 and the millions of students in rural and urban settings throughout this country; however, I would like to personalize Chapter 1 a bit. As state coordinators, we must review the programs periodically for compliance with the various Chapter 1 laws and regulations and with their respective Chapter 1 applications. We provide assistance to improve the effectiveness of instructional programs through identification of effective teaching strategies, the sharing of National Diffusion Network programs that show success as models, and through staff development activities. We also have opportunities to see students and teachers in action. I was in a classroom recently that was filled with trade books for all reading levels and interests, computers and other aids that the teacher used to facilitate learning. When I asked students what they liked about Chapter 1, a boy replied, "We get to read books". A girl stated, "We get to write stories on the computer, then we print the stories and make books for other kids to read". Those students were learning and mastering basic skills and higher order thinking skills that they will use to succeed in elementary school, junior and senior high school and beyond. I am privileged to be part of a program that provides the tools and strategies to Chapter 1 staff in both rural and urban areas to work with students who are at greatest risk of dropping out of school, at risk of failure in life.

In closing, I would add that the calendar included with the written testimony is a sample of the Chapter 1 program in North Dakota. With the objective of promoting family involvement in reading and other literacy activities, we designed and published this calendar which gives weekly activities that may be used at home. A calendar is given to every North Dakota student participating in Chapter 1. It is my hope that you also will enjoy using it for the next two years as you work on the reauthorization of Chapter 1.

Thank you.

Position Paper
on the
Reauthorization of Chapter 1
# of Title I of the
Elementary and Secondary Education Act of 1965, as amended

adopted by the

NATIONAL ASSOCIATION OF STATE COORDINATORS OF COMPENSATORY EDUCATION

February 1993

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BACKGROUND

PURPOSE OF PAPER

This position paper was developed to provide lawmakers with information and recommendations to consider as they enter into deliberations for the reauthorization of Chapter 1 of Title I of the Elementary and Secondary Education Act. The critical issues addressed in the paper were identified through surveys, comments, and discussions with the membership of the National Association of State Coordinators of Compensatory Education (NASCCE). It should be noted, however, that simply because the paper does not address certain issues does not imply that NASCCE is without opinion. The Association reserves the right to comment on additional issues during the reauthorization period.

STRUCTURE OF PAPER

The first section of this paper provides a framework for the NASCCE recommendations by addressing the purpose and legislative history of Chapter 1 as well as issues currently affecting its reauthorization. The second section presents recommendations on: targeting of services, schoolwide projects, program evaluation, program improvement, staff development, parent involvement and coordination of services.

The recommendations are supported by the results of a survey of Chapter 1 Committees of Practitioners (COPs) in all 50 states, Puerto Rico and the District of Columbia. The Committees are composed of over 900 teachers, parents, school administrators, and school board members and have provided advice and counsel to State educational agencies (SEAs) on Chapter 1 policy since 1988.

The two appendices at the end of the paper provide (1) a narrative discussion of the survey results and their implications and (2) aggregated responses of survey tabulations with percentage comparisons.

PURPOSE OF CHAPTER 1 PROGRAMS

Chapter 1 is a federally-funded supplemental education program designed to help break the cycle of poverty and illiteracy. Chapter 1 funds are provided to school districts to improve the educational opportunities of educationally disadvantaged children. Chapter 1 instruction works to help such children succeed in the regular education program of the local educational agency, attain academic proficiency commensurate with their peers, and improve achievement in basic and more advanced skills.

LEGISLATIVE HISTORY OF CHAPTER 1

Originally, federal Title I/Chapter 1 education initiatives provided a separate program to help educationally disadvantaged children and evaluated the effectiveness of the program in terms of student achievement. The focus in the 1980s was on providing supplementary assistance which tended to promote pull-out programs instead of supporting a coordinated partnership with the regular program. This approach fostered the division between Chapter 1 and the regular program.

When the Chapter 1 paradigm shifted in 1988, the focus of federal education programs began to change. Prior to 1988, Chapter 1 had two accountability requirements: (1) regulatory compliance, which was often the primary influence on program design; and (2) student success. The second condition for student success assumed that district-wide aggregates of Chapter 1 results would accurately reflect the effectiveness of the Chapter 1 program.

The 1988 Hawkins-Stafford amendments addressed this flaw by adding additional dimensions to Chapter 1 program accountability. In addition to considering district-wide test results for each grade level, school districts were required to examine standardized test scores for grades 2-12 on a school-by-school basis. Students' norm-referenced test scores were still a measure of program effectiveness, but other indicators of achievement could also be considered. Locally determined goals for students were built into the design of each district's Chapter 1 program and drove the accountability effort in the district. Any school that failed to make substantial progress toward meeting its achievement test minimums or desired outcomes was required to begin a program improvement process which continued until the school met the outcomes defined in its project application. Additionally, individual student scores were reviewed to determine if program modifications were needed to help children succeed.

With a mood of education reform pervading the nation, Chapter 1 program improvement requirements were intended to impact schools that had not met the educational needs of their students, and to reflect what had been learned concerning effective schools. The changes resulting from the Hawkins-Stafford amendments brought attention to both school and individual student levels of performance. Schools were empowered to make changes in their Chapter 1 programs and to take greater responsibility for Chapter 1 students' achievements.

These legislative reforms have brought us to the point where the role of federal programs in the local district is to emphasize the relationship between the supplemental program and the regular program in order to focus on supporting children's learning and achievement in the regular classroom. The Chapter 1 program and the regular school program had become separate and distinct from each other. Federal Chapter 1 programs now emphasize helping children succeed in the regular program, attain grade-level proficiency, and improve achievement in basic and advanced skills. Accordingly, the role of Chapter 1 programs at the state level has expanded into one of providing technical assistance along with compliance monitoring and fiscal oversight.

ISSUES CURRENTLY FACING CHAPTER 1

In the United States, the responsibility for funding and directing education is primarily a function of state and local government. Since the passage of the Elementary and Secondary Education Act (ESEA) in 1965, the federal government has continuously provided funds based on population and poverty counts to states for local school districts to increase the achievement of educationally disadvantaged children.

Chapter 1 is still an evolving program, however, and periodically the United States Congress becomes the court of debate, reflection, and resolution for program issues such as how children should be selected and served in compensatory education programs, at what age levels the program should be centered, and how parents should be involved. The Chapter 1 program must simultaneously deal with these issues; accommodate the laws of the fifty sovereign states, the District of Columbia, the territories of the United States, and the Commonwealth of Puerto Rico; and incorporate the progress that has been made in understanding the learning process.

As of 1992, the budget of the Chapter 1 program is approaching seven billion dollars to serve approximately two-thirds of the eleven million eligible children with a wide range of programs. The vast majority of the students participate in reading and mathematics instruction, while other students participate in language arts instruction, pre-school, counseling, and other services.

As the 1993 reauthorization approaches, it is important to discuss the relationship between Chapter 1 and several crucial trends and factors. We must consider how Chapter 1 can and should:

- reflect the National Education Goals;
- capitalize on new and better instructional-related assessment procedures; and
- relate to current and evolving educational standards.

In addition, it is important to view Chapter 1 within the context of its application in states, districts, and individual schools. Chapter 1 cannot be the sole driving force in state or local reform efforts. While the Chapter 1 program must be an integral part of education reform, it does not have the mechanisms or the funds to serve as the main impetus for change.

Given the importance of the above issues, NASCCE presents the following recommendations.

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RECOMMENDATIONS

I. TARGETING OF SERVICES

NASCCE recommends that Chapter 1 remain a categorical program that provides funds to supplement existing education programs and further recommends that:

- **basic and concentration funds to SEAs continue to be funded as separate allocations;**
- **LEAs be given the option to identify as eligible and to select for participation school attendance areas on a three-year rather than an annual basis;**
- **LEAs to be required to provide Chapter 1 services only to schools with highest percentages or numbers of students from low-income families; and**
- **decennial census data used to allocate Chapter 1 funds to states be modified periodically using current low-income information.**

The latest achievement results compiled by the United States Department of Education indicate that children in Chapter 1 programs have made steady progress in gaining on their peers and attaining grade-level proficiency. However, even with national appropriations reaching nearly $7 billion annually, only 67% or 7 million of these children are being served. Though many of these children reside in areas of extremely high concentrations of poverty, children in low poverty schools receive services while many eligible children in high poverty schools go unserved. Whereas other special children have legislative and judicial mandates that their needs be met and that additional funds be spent on their education, only Chapter 1 ensures that alternative quality instruction is provided to children who, because of environmental conditions, are achieving below their potential.

Funding should be targeted to districts with high concentrations of children from low-income families. These children who reside in areas highly impacted by poverty require more intensive compensatory services. Districts should be required to provide Chapter 1 services only to schools with the highest percentages or numbers of students from low-income families. In addition, districts should be required to provide Chapter 1 services only to schools with more than 10-20 educationally eligible students.

The targeting process in which LEAs select Chapter 1 schools as eligible for schoolwide projects for a three-year period allows for more comprehensive planning and encourages systemic changes in the education process. Extending the ability to select all schools for three-year periods would parallel the current allowance for schoolwide projects.

The high mobility in today's society and the rising incidence of homelessness means that many children from low-income homes are not included in the census count which occurs only once every ten years. The current statute does not allow for this fluctuation in counts of children who live poverty. The census data should be modified periodically using current low-income information.

II. SCHOOLWIDE PROJECTS

NASCCE recommends that Congress adjust the schoolwide project provisions in P.L. 100-297 to:

- **require one full year of planning and staff development before schoolwide projects can be implemented;**
- **use multiple funding sources to accomplish schoolwide initiatives;**
- **lower the eligibility criterion for a school to participate in schoolwide projects to 60% low income (from the current level of 75%);**
- **ensure that multiple instructional strategies and support services are used to raise student performance and that annual evaluation requirements for eligible Chapter 1 students served in a schoolwide project are based on multiple indicators; and**
- **ensure that schoolwide projects reflect a Chapter 1 per-pupil expenditure equal to or greater than the Chapter 1 per-pupil expenditure in non-schoolwide projects, that state and local expenditures in the school be maintained in the same proportions as in the district, and that comparability of state and local resources be demonstrated.**

The 1988 amendments provided for a new initiative for Chapter 1 schoolwide projects. These projects are designed to provide the local education agency with more flexibility to meet the special educational needs of the children within their schools. Since the amendments were enacted, there has been discussion on a wide range of issues concerning how the program should be altered.

Although the initial participation in this new 1988 provision is relatively limited, there is growing interest and participation in schoolwide projects by local education agencies. The flexibility in Chapter 1 project design and delivery which schoolwide projects allow is critical for schools with high concentrations of educationally disadvantaged students. Where the majority of students in a school are educationally disadvantaged, a program designed to raise the academic achievement of all students may be the most effective strategy for raising the achievement levels of the Chapter 1 eligible students.

NASCCE endorses the concept of schoolwide projects. The current eligibility criterion of 75% poverty excludes many Chapter 1 schools where the majority of students are educationally disadvantaged. To expand the schoolwide project concept, NASCCE supports lowering the school low-income threshold to 60%.

Coordination and integration of resources from state, local, and other federal categorical funding sources are critical to the success of schoolwide projects. A single comprehensive plan for the whole school is the basis for a successful project. As a mechanism to ensure success, NASCCE recommends that schools have the option of using a portion of their Chapter 1 funding for the development of a comprehensive plan for individual schoolwide projects.

Individual schoolwide project plans stating multiple indicators would be submitted to the state education agency for approval. These indicators must be aligned with the state Chapter 1 assessment plan. It is recognized that norm-referenced tests as a single indicator and sole data source may not accurately reflect the gains made by the Chapter 1 students.

III. PROGRAM EVALUATION

NASCCE recommends that multiple measures be used to assess and evaluate the effectiveness of Chapter 1 programs at the local, state, and national levels and further recommends that:

- **the Office of Compensatory Education in the United States Department of Education develop and implement a national matrix sampling program to assess the national aggregate effectiveness of Chapter 1;**
- **SEAs and LEAs have the flexibility to use assessment and evaluation options that best suit their specific purposes and that are aligned with state and local assessment practices;**
- **desired outcomes established for Chapter 1 students be congruent with achievement expectations set for all students;**
- **the Chapter 1 statute promote the use of multiple measures of student achievement for student selection, program evaluation, and program improvement;**
- **LEAs have the option to use emerging assessment techniques such as portfolios and performance tasks to demonstrate student progress as part of program improvement; and**
- **assessment of children's achievement using standardized tests should not begin before the fourth grade.**

Assessment is one of the most complex issues facing this reauthorization. Over the past ten years, new assessment techniques which reflect a clearer understanding of the learning and instruction process have been developed and implemented. Standardized tests that measure what a student is learning rather than how the student applies comprehension and problem-solving skills are no longer considered completely adequate. A series of teacher-based assessment techniques have emerged that may measure how a student is learning and how the student may apply that knowledge. Developmentally appropriate assessment techniques may include assessment over time using various methods, authentic assessment, observational assessment, parent observation of the child, and portfolio assessment.

National accountability to determine program effectiveness can be obtained through matrix sampling which allows for in-depth testing of a representative sample of children. By using a matrix sampling technique, less time would be needed to gather information on what is being learned, how it is being applied, and who is being served. Though the national matrix sample could be modeled after the National Assessment of Educational Progress (NAEP), NASCCE recommends that the grades sampled not include those currently tested by NAEP. Data could be aggregated on the state level, thus allowing for state-by-state comparisons.

The need to align Chapter 1 assessment procedures with the current knowledge of assessment seems clear. Developmentally appropriate assessment techniques for Chapter 1 programs must involve instruments or approaches that are meaningful in the assessment of young children as well as reflective of state-of-the-art research. Research clearly supports the contribution early childhood programs make to subsequent school success for educationally deprived children and demonstrates the importance of high quality inputs to resultant high outcomes. An analysis or evaluation of the inputs, such as staff training levels, adult/child ratios, level of parent involvement, and program definition, is more effective than the use of standardized tests for assessing program success during the early childhood years.

Requirements for year-by-year administration of norm-referenced standardized tests in early childhood education programs should be replaced by careful monitoring of best practices which have been demonstrated to produce quality outcomes. Standardized tests, as one of the multiple achievement indicators, should not be used before the fourth grade. At the local level, student progress in all grade spans should be monitored continuously through analysis of work samples and observation-based documentation.

IV. PROGRAM IMPROVEMENT

NASCCE recommends that the program improvement concept be maintained and strengthened so that schools, while given the flexibility to implement appropriate programs that meet specific needs, are accountable for improving existing programs and further recommends that:

- **SEAs have the option to develop and align state Chapter 1 program improvement plans with state school reform efforts;**
- **school program improvement plans be developed by a team that is representative of school personnel and parents of participating children;**
- **schools be identified for program improvement using evaluation data that are collected from multiple data sources collected over more than one school year; and**
- **once identified for program improvement, schools be required to continue improvement efforts until increased student achievement is demonstrated over a multiple year time span.**

Program improvement, as addressed in the 1988 reauthorization, has become the showcase for Chapter 1 school accountability. For the first time in the history of Chapter 1, schools not showing substantial progress in meeting their desired outcomes are required to develop program improvement plans which address how their Chapter 1 programs will be modified to ensure satisfactory progress. Chapter 1 program improvement should be used as a catalyst to assess the entire school program in which Chapter 1 students participate. This holistic approach supports the goal of Chapter 1, which seeks to ensure that Chapter 1 children are not only successful in their supplementary programming, but are successful in their regular classrooms.

Because schools improvement is central to any effort to provide meaningful intervention for Chapter 1 students, the focus must be on systemic reform. NASCCE recommends that Chapter 1 programs be instituted so as to become an integral part of a school's instructional program. Minor revisions to ineffective Chapter 1 programs have had minimal success; instead, the entire instructional program of a Chapter 1 participant must be reviewed and modified if the child is to succeed.

Chapter 1 TACs and Chapter 1 R-TACs have played key roles in past Chapter 1 program improvement efforts. They can continue their role in these efforts, to coordinate between and among states and LEAs the delivery of appropriate contemporary instruction. The typical SEA does not receive sufficient administrative monies to conduct the necessary administrative functions and do anything of consequence to support quality LEA staff development. TACS and R-TACs have helped fill this void.

Schools should be identified for program improvement using evaluation data that are collected from multiple sources over more than one school year. These schools should be required to continue improvement efforts until increased student achievement is demonstrated over a multiple year time span.

Recent federal implementation studies from the state perspective indicated that the credibility of the current program identification system is questionable. Evidence of program impact is currently limited to a single or restricted source of information, whereas multiple sources would provide the more appropriate evidence of program effectiveness.

V. STAFF DEVELOPMENT

NASCCE recommends that LEA applications include staff development for all personnel involved in the implementation of the project and further recommends that:

- **staff development activities relating to the instruction of educationally disadvantaged children be required for both Chapter 1 and regular program staff;**
- **LEAs demonstrate financial commitment to high quality staff development specific to the needs of Chapter 1 participants; and**
- **assurance be given that all instructional staff will be trained and able to use multiple assessment techniques to measure the progress and needs of children participating in Chapter 1.**
- **to implement Chapter 1 early childhood programs, LEAs should be required to employ certified staff and provide appropriate training and staff development.**

Current requirements only briefly mention in-service training. NASCCE, however, believes that the staff development component is so critical to the success of Chapter 1 programs that a specific staff development plan describing annual staff development activities must be required for all Chapter 1 projects.

Increased attention should to be focused on (1) how staff development activities will be coordinated between the regular and Chapter 1 program; (2) the degree to which the LEAs will financially support staff development activities, and (3) how staff development activities will be used to improve and change the assessment procedures. All instructional staff must be trained to assess their students with developmentally appropriate methods, as well as to employ instructional methods that reflect the wider goals of helping students learn how to think and apply what they have learned. The TACs and R-TACs should continue to expand their services to assist LEAs and SEAs in improving the assessment system through staff development.

VI. PARENT INVOLVEMENT

NASCCE recommends that Chapter 1 programs continue to promote family literacy and family mathematics and that Chapter 1 enhance parent involvement through methods such as parent training, parent outreach, and by ensuring a continuum of family literacy services between Chapter 1 and other programs such as Even Start. NASCCE further recommends that:

- **LEAs be required to conduct activities to address the training needs of parents and of school personnel in effective strategies of parential involvement.**
- **LEAs be required to annually assess the effectiveness of parent involvement in Chapter 1 programs; and**
- **parents be involved in assessing the effectiveness and quality of parent involvement in Chapter 1 programs.**

The active engagement of parents in their children's education helps raise student achievement. When shown how, parents will actively support their children's education. Instruction for parents should include areas such as child development and learning, skill development, parent involvement at school, and access to resource libraries for teachers and parents.

Chapter 1 should provide funds for professional development activities for teachers, administrators and community leaders to reduce the barriers to parent participation in the learning activities of their children and, as a result, make the Chapter 1 program and other school programs more accessible to the parents.

VII. EARLY CHILDHOOD/COORDINATION OF SERVICES

NASCCE recommends that Chapter 1 services be better coordinated with other programs and initiatives, including:

- **organizations which promote best educational practices for children.**
- **federal programs in the education, health, and social services sector;**
- **state and local school improvement initiatives;**
- **other available early childhood service programs such as Even Start, Head Start, and community service agencies providing family support to early childhood education; and**
- **early childhood programs should set goals, objectives, and achievement levels that are developmentally appropriate for young children.**

It is the belief of NASCCE that we must significantly increase coordination between Chapter 1 programs and other programs and institutions that serve disadvantaged children. Each of these initiatives is significant, and the synergetic effect of cooperation among them has enormous potential to use federal money to effectively reach the children and families who need it and, most importantly, to provide the best quality service to children who need and deserve a fair start in life.

The emphasis in Chapter 1 should be on high academic achievement while recognizing the needs of the whole child. The changes recommended require additional money for school improvement and, at heavily impacted schools, better coordination of existing federal, state, and local resources that are intended to provide assistance to at-risk students (i.e. Chapter 1, Chapter 2, Drug-Free School money, Carl Perkins, Eisenhower grants, state school improvement funds). Efforts to reduce isolation among federal programs designed to help students most in need must be initiated across the board. Collaborative approaches are needed to more effectively target reform and to reduce the duplication of effort which currently waters down the effect of each federal program. Families that receive Chapter 1 funds are often eligible for other publicly funded programs; therefore Chapter 1 requirements and those of other federal education, health, and social service programs should be modified to make it possible for families to gain access to a range of services at a single point of entry. Other federal programs must be allowed—even encouraged—to undertake schoolwide efforts as well.

Experience shows that it is not enough to begin one or two discrete projects in a school. Political pressure from national, state, and local levels combined with uncoordinated educational reform initiatives have tended to produce a "project mentality" in school improvement. Initiatives such as site-based management, alternative assessment, and parent involvement are tacked onto an already burdensome system, and this parade of "projects" comes and goes, often leaving no lasting change. States need the flexibility to link state curriculum frameworks and state assessment systems with Chapter 1 program improvement requirements in order to provide a more coherent and productive strategy for systemic reform. This flexibility must permit the use of multiple achievement indicators that are directly linked to state and local outcome-based systems of accountability. These changes would result in a schoolwide focus on the main components of the system simultaneously (e.g., leadership, climate, instruction, parent and community involvement) and on the equally critical examination of the underlying values and beliefs that comprise the culture of the school.

The positive effects of Chapter 1 programs would also be multiplied by increased coordination with early childhood service programs such as Even Start and Head Start. Areas in which the missions of Chapter 1 and programs such as Head Start overlap and would benefit from coordination include:

- developing guidelines for the smooth transition of children from early childhood programs to Chapter 1 to ensure a continuum of services;
- incorporating the good practices from existing early childhood programs into schools (i.e. home-school relationships, interactive experiential learning, and active involvement of parents);
- providing community-based services in early childhood programs in the school setting (e.g., adult education programs for parents; literacy, health, welfare, child advocacy, and mental health services, and services from public and private child care facilities);
- providing continuity between developmentally appropriate early childhood instruction and Chapter 1 programs; and
- analyzing the selection of eligible students and attendance areas as they affect early childhood programs, since targeting in Chapter 1 sometimes limits the transition services available for young children.

In addition, Chapter 1 programs should access and build on the research and knowledge of organizations which promote best educational practices for children. Coordination with these institutions would significantly benefit Chapter 1 programs by promoting efficient practices and reducing costly duplication of effort. The 1993 reauthorization of Chapter 1 provides a unique opportunity to craft legislation that will permit states and local schools to respond to the growing consensus about beneficial approaches to assist young children of disadvantaged backgrounds.

APPENDIX A

Findings From the Survey of State Committees of Practitioners by the National Association of State Coordinators of Compensatory Education

Section 1451(b) of the Hawkins-Stafford School Improvement Amendments of 1988 requires state education agencies (SEAs) to establish a state Committee of Practitioners (COP) to advise on state rulemaking. These committees include administrators, teachers, parents, and members of local boards of education. The National Association of State Coordinators of Compensatory Education (NASCCE) conducted a survey of each state Committee of Practitioners to gather data on how persons associated directly with local education agency (LEA) Chapter 1 programs think about many of the issues specific to Chapter 1 but reflective of the wider goals for improving education. The Committees of Practitioners were chosen for their input since all states have these committees.

The survey provided ten classifications indicating positions of responsibility on COPs. These classifications were (1) teachers, (2) teacher assistants (3) parents, (4) principals, (5) superintendents, (6) Chapter 1 coordinators, (7) Chapter 1 supervisors, (8) school board members, (9) other, and (10) state coordinators. Because of the limited number of teacher assistants either serving on committees or responding to the survey, their responses were tabulated in the "Other" category. The "Other" category provided a space for job identification. Among the identifiers were the following: non-public school official (or teacher), evaluation specialist, Head Start representative, university representative, and state reading association.

The survey contained over fifty questions on a wide range of issues, including how students in Chapter 1 programs should be selected, taught, and assessed, how programs for schoolwide projects and program improvement should be structured, and what the relationship should be between the local educators and state educators with respect to selected school improvement issues. (See Appendix B for survey questionnaire with responses for each question.)

The survey allowed participants to mark a machine scannable form with one of five answers: Strongly Agree (SA), Agree (A), Disagree (D), Strongly Disagree (SD), or Don't Know (DK). The design, which did not allow a middle position option, was selected in part to force an answer on each item. (In its 1987 survey, NASCCE found many neutral answers in a survey of more than 3,000 local school district Chapter 1 programs.)

The survey questions were formulated by a Reauthorization Task Force of members of NASCCE and were reviewed for clarity, bias, comprehension, and ease of response. Once the survey was constructed, sufficient copies for each state COP were sent to Chapter 1 state coordinators by the president of NASCCE. Nationwide, over 900 persons serve on state level COPs. During July and August, 1992, each state coordinator asked committee members to participate in the survey. All states are represented in the responses of nearly 600 COP members who completed surveys for a return rate of 62%. Surveys were also completed by 51 of 52 state coordinators including Puerto Rico and the District of Columbia. The surveys were collected by each state coordinator and returned to the association president who tabulated and processed the data.

The survey targeted the following areas:

Targeting of Services
Schoolwide Projects
Program Evaluation
Program Improvement
Staff Development
Parent Involvement
Early Childhood Education/Coordination of Services

The survey also included questions that dealt with monetary set-asides for support of specific Chapter 1 activities.

TARGETING OF SERVICES

Ninety-four percent of all respondents either strongly agreed or agreed that Chapter 1 should remain a categorical program that supplements existing programs (Item 3). Three-fourths of the COP members agreed or strongly agreed that basic and concentration funds to SEAs should continue to be separate allocations (Item 4). However, 60% believed that SEAs should not be required to target concentration funds directly to poorer schools instead of to entire school districts (Item 10). On the question concerning thresholds for concentration grants, there were little percentage differences between those who agreed and those who disagreed with changes. On that item 42% agreed while 35% disagreed that LEA low-income eligibility criteria for concentration grant funds should be increased from the current 15% or 6500 formula children (Item 9).

The respondents were evenly split on the issue of requiring LEAs to provide Chapter 1 services only to schools with highest percentages of students from low-income homes (Item 5). The even split remained on the item concerning minimum numbers or percentage of low-income children based on a national or state average of low-income children that the building must have in order to receive Chapter services (Item 54). Respondents were asked to indicate a minimum number of eligible students a school should have in order to provide Chapter 1 services (Table 1). Choices on the survey were as follows: 10, 20, 30, 40, 50.

Table I
RESPONSE SPREAD
"LEAs should be required to provide Chapter 1 services to schools with minimum numbers of eligible students"

COP Category	**10**	**20**	**30**	**40**	**50**
Teachers	39%	14%	15%	10%	17%
Parents	46%	21%	10%	2%	19%
Principals	41%	30%	9%	6%	11%
Superintendents	45%	21%	7%	7%	12%
Ch. 1 Coordinators	32%	26%	17%	8%	15%
Ch. 1 Supervisors	31%	17%	14%	7%	31%
School Bd. Members	47%	25%	13%	3%	6%
Others	43%	21%	13%	7%	11%
State Coordinators	24%	39%	12%	2%	12%
Totals	38%	24%	13%	6%	14%

(Categories do not total 100%. "Don't Know" and "No Response" tabulations were omitted.)

A minimum of 10 students was selected by most respondents (38%). The next largest group of respondents (24%), suggested a minimum of 20 students. There were no significant differences in the other three choices (13%, 6%, and 14%, respectively).

The item "Decennial census data used to allocate Chapter 1 funds to states should be modified frequently using current low-income information" resulted in either strongly agree or agree by 78% of all respondents (Item 7). Likewise, 79% agreed that LEAs should be given the option to identify as eligible and to select for participation school attendance areas on a three year basis rather than on an annual basis (Item 8). A second option item, "LEAs should have the option of serving previous Chapter 1 participants for two additional years if the students remain educationally disadvantaged but are no longer in greatest need" increased by 10% for a total of 89% agreeing or strongly agreeing (Item 11).

Seventy-six percent of the respondents agreed with allowing incidental services to non-eligible Chapter 1 students (Item 12). Seventy-eight percent also agreed that SEAs should have the discretion to approve any promising innovative project at any reasonable funding level (Item 13).

SCHOOLWIDE PROJECTS

Of all respondents, 92% agreed that to be implemented, schoolwide projects should be comprehensive and require the use of all state, local, and federal categorical programs. Seventy-four percent of the state coordinators agreed with the comprehensive plan. The highest agreement with the item was found among parents (73%) and LEA Chapter 1 supervisors (76%) (Item 29). Half the respondents disagreed on the item concerning funding schoolwide projects which was stated as follows: "More Chapter 1 funds per pupil should be expended in schoolwide projects than in non-schoolwide project schools" (Item 28).

Two-thirds agreed that the schoolwide maintenance of effort requirement for state and local funds may be reduced up to 10% of the previous year's per pupil expenditures as long as there is a similar district-wide reduction from state and local funds (Item 27).

Eighty-seven percent agreed that local schoolwide plans should be required to evaluate the student achievement of Chapter 1 eligible students annually using multiple indicators consistent with the schoolwide project goals and objectives (Item 30). Seventy-two percent agreed that one full year of planning and staff development should be required before schoolwide projects can be implemented (Item 31).

Respondents were given the following low-income percentage criteria that should be used to determine a school's eligibility to participate in schoolwide projects: 75%, 70%, 65%, 60%, and 50%. The threshold receiving the highest agreement among respondents was the 50% criterion which was selected by 43% of the respondents. Among state coordinators, the largest group (35%) favored a threshold of 65% low-income (Item 55). The response spread is shown in Table 2.

Table 2
RESPONSE SPREAD
"Low-income percentage criteria to determine a school's eligibility for schoolwide projects"

Category/Percents	**75**	**70**	**65**	**60**	**50**
Teachers	13%	5%	15%	13%	46%
Parents	21%	2%	8%	6%	60%
Principals	6%	4%	6%	15%	67%
Superintendents	10%	12%	7%	10%	57%
Ch. 1 Coordinators	35%	11%	12%	6%	33%
Ch. 1 Supervisors	37%	2%	0%	0%	41%
School Bd. Members	9%	3%	9%	13%	63%
Others	26%	5%	13%	15%	35%
State Coordinators	22%	6%	35%	14%	18%
Totals	22%	6%	13%	11%	43%

(Categories do not total 100% since "No Response" tabulations were omitted.)

PROGRAM EVALUATION

That the use of norm referenced tests as the only measure for Chapter 1 national evaluation purposes should be discontinued was agreed to by 81% of the respondents (Item 41). Eighty percent agreed that the U.S. Department of Education should develop an alternative process to collect national data on Chapter 1 program effectiveness that may include sampling across states and case studies (Item 51). On the issue of use of measures other than norm referenced tests for student selection and for student program improvement, over 90% of the respondents were in agreement and 87% agreed that the statute should promote the use of measures other than norm referenced test for program evaluation (Items 45, 46).

On the item, "The Chapter 1 statute should allow SEAs and LEAs the flexibility to use assessment and evaluation options that best suit their specific purposes and that are aligned with state and local assessment practices," 87% agreed. Eighty-five percent agreed that LEAs should be allowed to develop and implement alternative assessment techniques in Chapter 1 programs using innovative funds (Items 42, 44).

When asked if LEAs should have the option to use emerging assessment techniques such as portfolios and performance tasks to evaluate annually the effectiveness of Chapter 1 programs and to demonstrate student progress for purposes of program improvement, nearly 90% of respondents agreed. Multiple factors (e.g., graduation rates and attendance) should be considered as valid indicators of Chapter 1 program success and used as additional program evaluation tools was agreed upon by 83% of persons responding to the survey (Items 48, 52).

Seventy-eight percent of the respondents disagreed that Chapter 1 should focus only on advanced skills and evaluate performance only in advanced skills. There was agreement (59%) that assessment of achievement of children using standardized tests should not begin before fourth grade (Items 50, 43).

PROGRAM IMPROVEMENT

SEAs should have the flexibility to develop and align state Chapter 1 program improvement plans with state school reform efforts was strongly agreed or agreed to by 85% of respondents. State coordinators agreed or strongly agreed at the 92% level. Ninety-two percent of the respondents agreed or strongly agreed that schools should be identified for program improvement using evaluation data that is collected from multiple data sources that may include norm- referenced tests. As a group, 98% of the state coordinators agreed or strongly agreed with the item. Of all respondents, 90% percent agreed or strongly agreed that schools should be identified for program improvement using evaluation data collected over more than one school year (Items 18, 19, 20).

Sixty-two percent of the respondents agreed that the long term effectiveness of a Chapter 1 program should be demonstrated through program improvement requirements rather than through separate sustained effects studies. Sixty-four percent of state coordinators agreed with this option (Item 53).

The widest range of opinion was found on requiring Chapter 1 students to meet the same desired outcomes as for the entire student body (Table 3).

Table 3
RESPONSE SPREAD
"The desired outcomes established for Chapter 1 participants should be equivalent to the achievement expectation set for the entire student body."

Category	**SA**	**A**	**D**	**SD**
Teachers	13%	40%	29%	13%
Parents	29%	33%	25%	6%
Principals	22%	39%	24%	9%
Superintendents	12%	36%	33%	14%
Ch. 1 Coordinators	20%	28%	26%	23%
Ch. 1 Supervisors	10%	34%	10%	34%
School Bd. Members	22%	47%	19%	7%
Others	34%	35%	17%	10%
State Coordinators	35%	47%	12%	2%
Totals	23%	36%	23%	14%

(Categories do not total 100%. "Don't Know" and "No Response" tabulations were omitted.)

With regard to establishing desired outcomes for Chapter 1 participants that are equivalent to the achievement expectation set for the entire student body, as noted above, only 59% of COP respondents agreed or strongly agreed. Among state coordinators, 92% agreed or strongly agreed with setting the same outcomes for all students. Local administrators (principals and superintendents) were evenly split on the issue. Less than half of the local Chapter 1 coordinators and supervisors agreed that Chapter 1 outcomes should be the same as for the entire student body. Fifty-three percent of COP teacher members agreed with setting the same outcomes. Sixty-two percent of parents of Chapter 1 children indicated that the desired outcomes should be the same as for the student body (Item 21).

That school program improvement plans should be developed by a team that is representative of school personnel and parents of participating children was agreed to by 92% of respondents. Eighty-eight percent of respondents agreed or strongly agreed that schools selected for program improvement should be required to implement the school improvement plan for at least one full school year. Sixty-nine percent of respondents felt that schools, once identified for program improvement should be required to continue improvement efforts until increased student achievement is demonstrated over a multiple year time span. Sixty percent of the respondents agreed that program improvement requirements should apply only to subject matter instructional programs in which more than 20 students participate (Items 22, 23, 24, 26).

Fifty-seven percent of all respondents disagreed or strongly disagreed that sanctions or reduction in funds should be imposed on Chapter 1 programs in schools that show no improvement after a minimum number of years. Among member groups the range of disagreement with these sanctions was 32% (parents) to 72% (local coordinators) (Item 25).

STAFF DEVELOPMENT

Seventy-nine percent of the respondents agreed that Chapter 1 staff development activities should be required for both Chapter 1 and regular program staff. Sixty-eight percent agreed that LEAs should be required to set aside Chapter 1 funds for ongoing high quality staff development specific to the needs of Chapter 1 participants in individual schools (Items 32, 33).

PARENT INVOLVEMENT

All responding parent members of COPs strongly agreed or agreed that LEAs should be required annually to assess the effectiveness of the involvement of parents in Chapter 1 programs and conduct activities to address the training needs of parents. Among all respondents 79% were in agreement. In the matter of set-aside for comprehensive training of parents of participating children, 88% of the parents strongly agreed or agreed while 62% of total respondents agreed similarly. Among state coordinators, only 45% were in the same categories (Items 14, 15).

A second set-aside item questioned that a portion of LEA basic grants be set aside to train school personnel in effective strategies for parent involvement. Again, 87% of parents were in agreement, while only 66% of all respondents agreed. State coordinators were in agreement with the set aside at the 55% level (Item 16).

Ninety-eight percent of parents responding wanted LEAs to be required to annually assess in consultation with parents the effectiveness of parent involvement activities. State coordinators agreed with the responding parents at the 82% level (Item 17).

EARLY CHILDHOOD/COORDINATION OF SERVICES

Nearly all respondents agreed (95%) that early childhood programs (pre-school through grade 3) should set goals, objectives, and achievement levels that are developmentally appropriate for young children. Eighty-five percent agreed that LEA early childhood programs implemented with Chapter 1 funds should employ certified staff and provide appropriate training and staff development. That early childhood programs should be comprehensive and include educational, social, and health services was agreed to by 77% of the respondents (Items 38, 39, 40).

Three-fourths of the respondents agreed that the use of predictors such as the educational level of the parent and the economic and social conditions of the family should be allowed as valid indicators of educational need in determining the eligibility of Chapter 1 pre-school children. Likewise, the same proportions of respondents agreed that LEAs should be required to coordinate Chapter 1 early childhood programs with other available programs including Even Start, Head Start, and other community services agencies providing family support to early childhood education (Items 36, 37).

The concept that LEAs should be required to set aside funds for early childhood programs for eligible children from preschool through grade 3 was agreed to by 48% of the respondents (Item 34).

SET-ASIDES

Imbedded in the survey were six items that sought opinions of requiring set-aside funds for specific activities. In asking opinions if more Chapter 1 funds per pupil should be expended in schoolwide projects than in non-schoolwide project schools, one-half disagreed (Item 28).

In asking if LEAs should be required to set aside funds for early childhood programs for preschool through grade 3 programs, 47% disagreed as compared to 61% who disagreed that LEAs should be required to set aside funds for Chapter 1 programs in secondary schools (Items 34, 35).

On staff development, "LEAs should be required to set aside Chapter 1 funds for ongoing high quality staff development specific to the needs of Chapter 1 participants in individual schools," 68% agreed. The percent agreement is the highest on any single set-aside issue (Item 32).

Two parent involvement items asked opinions on set-aside of funds. Sixty-six percent of respondents agreed that a portion of LEA basic grants should be set aside to train school personnel in effective strategies for parent involvement. Sixty-two percent agreed that a portion of the LEA basic grant should be set aside for comprehensive training of parents of participating children (Items 15, 16).

IMPLICATIONS OF THE SURVEY

An arbitrary rate of 80% of all respondents agreeing or strongly agreeing was chosen as a basis for considering if survey items had implications that should be considered in the reauthorization of Chapter 1.

The survey items attaining those percentages are listed.

1. Chapter 1 should remain a categorical program that provides funds to supplement existing programs.
2. Basic and concentration funds to SEAs should be funded as separate allocations.
3. Decennial census data used to allocate Chapter 1 funds to states should be modified frequently using current low-income information.
4. LEAs should have the option of serving previous Chapter 1 participants for two additional years if the students remain educationally disadvantaged but are not longer in greatest need.
5. SEAs should have the flexibility to develop and align state Chapter 1 program improvement plans with state school reform efforts.
6. Schools should be identified for program improvement using evaluation data that is collected from multiple data sources that may include norm-referenced tests.
7. Schools should be identified for program improvement using evaluation data collected over more than one school year.
8. Schools selected for program improvement should be required to implement the school improvement plan for at least one full school year.
9. School program improvement plans should be developed by a team that is representative of school personnel and parents of participating children.
10. Local schoolwide plans should be required to evaluate the student achievement of Chapter 1 eligible students annually using multiple indicators consistent with the schoolwide project goals and objectives.
11. To implement Chapter 1 early childhood programs, LEAs should be required to employ certified staff and provide appropriate training and staff development.
12. Early childhood programs should set goals, objectives, and achievement levels that are developmentally appropriate for young children.
13. The use of norm-referenced tests as the only measure for Chapter 1 national evaluation purposes should be discontinued.
14. The Chapter 1 statute should allow SEAs and LEAs the flexibility to use assessment and evaluation options that best suit their specific purposes and that are aligned with state and local assessment practices.

15. LEAs should be allowed to develop and implement alternative assessment techniques in Chapter 1 programs using innovative funds.
16. The Chapter 1 statute should promote the use of measures other than norm-referenced tests for student selection, student program improvement and program evaluation. (*Combination of three survey items.*)
17. LEAs should have the option to use emerging assessment techniques such as portfolios and performance tasks to evaluate annually the effectiveness of the Chapter 1 programs and to demonstrate student progress for purposes of program improvement. *(Combination of two survey items.)*
18. The Chapter 1 statute should not focus only on advanced skills and should not evaluate performance only in advanced skills.
19. The U.S. Department of Education should develop an alternative process to collect national data on Chapter 1 program effectiveness that may include sampling across states.
20. Multiple factors should be considered as valid indicators of Chapter 1 program success and used as additional program evaluation tools.

APPENDIX B

Survey of State Committees of Practitioners by the National Association of State Coordinators of Compensatory Education

Survey items are followed by a grid showing the responses by membership subgroups in the Committees of Practitioners (COPs). The subgroups are, (1) Teachers, (2) Parents, (3) Principals, (4) Superintendents, (5) Chapter 1 Coordinators, (6) Chapter 1 Supervisors, (7) School Board Members, (8) Others, and (9) State Chapter 1 Coordinators. Respondents were asked to identify themselves according to subgroups. This identification procedure used the first two survey numbers; therefore, the first grid indicates the number "3," the first item of the survey.

The possible responses to survey items were as follows:

Strongly Agree	(SA)
Agree	(A)
Disagree	(D)
Strongly Disagree	(SD)
Don't Know	(DK)

A total of 587 individuals participated in the survey. To account for all possible responses to each survey item, a category "No Response" (NR) was used in each grid to indicate cases were individuals did not respond to the item.

Each membership group shows number of opinion responses and the percent of group total. (Example: 73% or 61 of 84 teachers responding strongly agreed that Chapter 1 remain a categorical program.)

The subtotals indicate COP responses only by number and percent. State Coordinators' responses were tabulated separately and then as a part of the total survey responses.

1. Indicate position held on the Committee of Practitioners
   - (a) Teacher
   - (b) Teacher Assistant
   - (c) Parent
   - (d) Principal
   - (e) Superintendent

2. (a) Chapter 1 LEA Administrative Coordinator
   - (b) Chapter 1 LEA Instructional Supervisor
   - (c) LEA School Board Member
   - (d) Other
   - (e) State Chapter 1 Coordinator

3. Chapter 1 should remain a categorical program that provides funds to supplement existing programs.

#3	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	61	73%	15	18%	3	4%	4	5%	0	0%	1	1%	84
Parents	32	67%	14	29%	1	2%	0	0%	1	2%	0	0%	48
Principals	30	56%	18	33%	2	4%	0	0%	2	4%	2	4%	54
Superintendents	28	67%	12	29%	2	5%	0	0%	0	0%	0	0%	42
Ch 1 Coordinators	118	83%	21	15%	3	2%	0	0%	0	0%	0	0%	142
Ch1 Supervisors	22	76%	5	17%	1	3%	1	3%	0	0%	0	0%	29
School Bd Members	16	50%	14	44%	2	6%	0	0%	0	0%	0	0%	32
Other	75	71%	22	21%	4	4%	0	0%	2	2%	2	2%	105
Subtotals	382	71%	121	23%	18	3%	5	1%	5	1%	5	1%	536
State Coordinators	*42*	*82%*	*9*	*18%*	*0*	*0%*	*0*	*0%*	*0*	*0%*	*0*	*0%*	*51*
Totals	424	72%	130	22%	18	3%	5	1%	5	1%	5	1%	587

4. Basic and concentration funds to SEAs should be funded as separate allocations.

#4	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	24	29%	34	40%	7	8%	1	1%	15	18%	3	4%	84
Parents	20	42%	19	40%	2	4%	3	6%	3	6%	1	2%	48
Principals	17	31%	23	43%	3	6%	4	7%	5	9%	2	4%	54
Superintendents	15	36%	15	36%	4	10%	2	5%	6	14%	0	0%	42
Ch 1 Coordinators	62	44%	51	36%	14	10%	10	7%	5	4%	0	0%	142
Ch1 Supervisors	16	55%	7	24%	1	3%	2	7%	2	7%	1	3%	29
School Bd Members	9	28%	16	50%	2	6%	1	3%	4	13%	0	0%	32
Other	46	44%	27	26%	8	8%	8	8%	16	15%	0	0%	105
Subtotals	209	39%	192	36%	41	8%	31	6%	56	10%	7	1%	536
State Coordinators	*19*	*37%*	*10*	*20%*	*13*	*25%*	*7*	*14%*	*2*	*4%*	*0*	*0%*	*51*
Totals	228	39%	202	34%	54	9%	38	6%	58	10%	7	1%	587

5. LEAs should be required to provide Chapter 1 services only to schools with highest percents of students from low-income homes.

#5	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	9	11%	26	31%	24	29%	22	26%	3	4%	0	0%	84
Parents	8	17%	9	19%	17	35%	13	27%	1	2%	0	0%	48
Principals	8	15%	11	20%	16	30%	18	33%	1	2%	0	0%	54
Superintendents	9	21%	10	24%	9	21%	12	29%	1	2%	1	2%	42
Ch 1 Coordinators	49	35%	37	26%	30	21%	21	15%	5	4%	0	0%	142
Ch1 Supervisors	13	45%	6	21%	7	24%	3	10%	0	0%	0	0%	29
School Bd Members	3	9%	6	19%	12	38%	10	31%	1	3%	0	0%	32
Other	28	27%	23	22%	27	26%	27	26%	0	0%	0	0%	105
Subtotals	127	24%	128	24%	142	26%	126	24%	12	2%	1	0%	536
State Coordinators	*14*	*27%*	*22*	*43%*	*8*	*16%*	*7*	*14%*	*0*	*0%*	*0*	*0%*	*51*
Totals	141	24%	150	26%	150	26%	133	23%	12	2%	1	0%	587

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6. In order to receive Chapter 1 services schools should have a minimum number or percent of low-income children based on a national or state average number or percent of low-income children.

#6	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	16	19%	31	37%	14	17%	21	25%	2	2%	0	0%	84
Parents	4	8%	17	35%	15	31%	12	25%	0	0%	0	0%	48
Principals	6	11%	17	31%	15	28%	14	26%	1	2%	1	2%	54
Superintendents	7	17%	17	40%	9	21%	8	19%	1	2%	0	0%	42
Ch 1 Coordinators	28	20%	49	35%	19	13%	43	30%	3	2%	0	0%	142
Ch1 Supervisors	2	7%	10	34%	5	17%	11	38%	1	3%	0	0%	29
School Bd Members	10	31%	8	25%	7	22%	7	22%	0	0%	0	0%	32
Other	18	17%	30	29%	18	17%	37	35%	1	1%	1	1%	105
Subtotals	91	17%	179	33%	102	19%	153	29%	9	2%	2	0%	536
State Coordinators	*10*	*20%*	*17*	*33%*	*16*	*31%*	*8*	*16%*	*0*	*0%*	*0*	*0%*	*51*
Totals	101	17%	196	33%	118	20%	161	27%	9	2%	2	0%	587

7. Decennial census data used to allocate Chapter 1 funds to states should be modified frequently using current low-income information.

#7	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	28	33%	38	45%	6	7%	6	7%	5	6%	1	1%	84
Parents	20	42%	19	40%	7	15%	1	2%	1	2%	0	0%	48
Principals	14	26%	25	46%	7	13%	6	11%	2	4%	0	0%	54
Superintendents	11	26%	18	43%	7	17%	3	7%	3	7%	0	0%	42
Ch 1 Coordinators	56	39%	52	37%	12	8%	18	13%	3	2%	1	1%	142
Ch1 Supervisors	9	31%	9	31%	2	7%	7	24%	1	3%	1	3%	29
School Bd Members	14	44%	11	34%	3	9%	3	9%	1	3%	0	0%	32
Other	39	37%	46	44%	7	7%	10	10%	3	3%	0	0%	105
Subtotals	191	36%	218	41%	51	10%	54	10%	19	4%	3	1%	536
State Coordinators	*18*	*35%*	*27*	*53%*	*4*	*8%*	*1*	*2%*	*1*	*2%*	*0*	*0%*	*51*
Totals	209	36%	245	42%	55	9%	55	9%	20	3%	3	1%	587

8. LEAs should be given the option to identify as eligible and to select for participation school attendance areas on a three year basis rather than on an annual basis.

#8	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	27	32%	41	49%	10	12%	5	6%	1	1%	0	0%	84
Parents	8	17%	20	42%	12	25%	6	13%	2	4%	0	0%	48
Principals	23	43%	23	43%	4	7%	1	2%	3	6%	0	0%	54
Superintendents	17	40%	16	38%	1	2%	6	14%	2	5%	0	0%	42
Ch 1 Coordinators	76	54%	43	30%	15	11%	5	4%	3	2%	0	0%	142
Ch1 Supervisors	16	55%	7	24%	3	10%	2	7%	0	0%	1	3%	29
School Bd Members	18	56%	12	38%	2	6%	0	0%	0	0%	0	0%	32
Other	46	44%	36	34%	12	11%	8	8%	3	3%	0	0%	105
Subtotals	231	43%	198	37%	59	11%	33	6%	14	3%	1	0%	536
State Coordinators	*12*	*24%*	*27*	*53%*	*8*	*16%*	*4*	*8%*	*0*	*0%*	*0*	*0%*	*51*
Totals	243	41%	225	38%	67	11%	37	6%	14	2%	1	0%	587

9. LEA low-income eligibility criteria for concentration grant funds should be increased from the current 15% of enrollment or 6500 formula children.

#9	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	13	15%	17	20%	15	18%	10	12%	29	35%	0	0%	84
Parents	8	17%	17	35%	10	21%	4	8%	9	19%	0	0%	48
Principals	5	9%	23	43%	10	19%	4	7%	11	20%	1	2%	54
Superintendents	7	17%	11	26%	7	17%	9	21%	7	17%	1	2%	42
Ch 1 Coordinators	21	15%	39	27%	24	17%	27	19%	30	21%	1	1%	142
Ch1 Supervisors	3	10%	7	24%	3	10%	12	41%	3	10%	1	3%	29
School Bd Members	4	13%	10	31%	9	28%	4	13%	4	13%	1	3%	32
Other	19	18%	23	22%	19	18%	22	21%	20	19%	2	2%	105
Subtotals	**80**	15%	**147**	27%	**97**	18%	**92**	17%	**113**	21%	**7**	1%	**536**
State Coordinators	*7*	*14%*	*12*	*24%*	*19*	*37%*	*10*	*20%*	*3*	*6%*	*0*	*0%*	*51*
Totals	**87**	15%	**159**	27%	**116**	20%	**102**	17%	**116**	20%	**7**	1%	**587**

10. SEAs should be required to target concentration grant funds directly to high poverty schools rather than to school districts.

#10	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	9	11%	21	25%	27	32%	19	23%	8	10%	0	0%	84
Parents	10	21%	8	17%	18	38%	10	21%	2	4%	0	0%	48
Principals	4	7%	15	28%	16	30%	15	28%	2	4%	2	4%	54
Superintendents	11	26%	6	14%	10	24%	12	29%	3	7%	0	0%	42
Ch 1 Coordinators	17	12%	28	20%	37	26%	52	37%	8	6%	0	0%	142
Ch1 Supervisors	6	21%	3	10%	4	14%	15	52%	0	0%	1	3%	29
School Bd Members	5	16%	1	3%	14	44%	10	31%	1	3%	1	3%	32
Other	19	18%	17	16%	31	30%	33	31%	4	4%	1	1%	105
Subtotals	**81**	15%	**99**	18%	**157**	29%	**166**	31%	**28**	5%	**5**	1%	**536**
State Coordinators	*12*	*24%*	*9*	*18%*	*14*	*27%*	*13*	*25%*	*3*	*6%*	*0*	*0%*	*51*
Totals	**93**	16%	**108**	18%	**171**	29%	**179**	30%	**31**	5%	**5**	1%	**587**

11. LEAs should have the option of serving previous Chapter 1 participants for two additional years if the students remain educationally disadvantaged but are no longer in greatest need.

#11	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	32	38%	42	50%	7	8%	3	4%	0	0%	0	0%	84
Parents	18	38%	25	52%	2	4%	1	2%	1	2%	1	2%	48
Principals	23	43%	26	48%	2	4%	1	2%	0	0%	2	4%	54
Superintendents	13	31%	25	60%	3	7%	1	2%	0	0%	0	0%	42
Ch 1 Coordinators	61	43%	63	44%	10	7%	7	5%	1	1%	0	0%	142
Ch1 Supervisors	16	55%	9	31%	3	10%	1	3%	0	0%	0	0%	29
School Bd Members	14	44%	16	50%	1	3%	1	3%	0	0%	0	0%	32
Other	58	55%	39	37%	4	4%	2	2%	1	1%	1	1%	105
Subtotals	**235**	44%	**245**	46%	**32**	6%	**17**	3%	**3**	1%	**4**	1%	**536**
State Coordinators	*13*	*25%*	*31*	*61%*	*4*	*8%*	*3*	*6%*	*0*	*0%*	*0*	*0%*	*51*
Totals	**248**	42%	**276**	47%	**36**	6%	**20**	3%	**3**	1%	**4**	1%	**587**

12. Incidental Chapter 1 services to non-eligible students should be allowed.

#12	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	31	37%	36	43%	8	10%	6	7%	3	4%	0	0%	84
Parents	15	31%	15	31%	11	23%	5	10%	2	4%	0	0%	48
Principals	28	52%	20	37%	2	4%	1	2%	1	2%	2	4%	54
Superintendents	19	45%	15	36%	2	5%	5	12%	1	2%	0	0%	42
Ch 1 Coordinators	57	40%	52	37%	11	8%	19	13%	3	2%	0	0%	142
Ch1 Supervisors	8	28%	8	28%	4	14%	8	28%		0%	1	3%	29
School Bd Members	18	56%	9	28%	2	6%	1	3%	2	6%	0	0%	32
Other	37	35%	37	35%	16	15%	7	7%	8	8%	0	0%	105
Subtotals	213	40%	192	36%	56	10%	52	10%	20	4%	3	1%	536
State Coordinators	*15*	*29%*	*25*	*49%*	*3*	*6%*	*7*	*14%*	*0*	*0%*	*1*	*2%*	*51*
Totals	228	39%	217	37%	59	10%	59	10%	20	3%	4	1%	587

13. SEAs should have the discretion to approve any promising innovative project at any reasonable funding level.

#13	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	28	33%	45	54%	9	11%	0	0%	2	2%	0	0%	84
Parents	13	27%	18	38%	6	13%	3	6%	7	15%	1	2%	48
Principals	21	39%	27	50%	3	6%	2	4%	0	0%	1	2%	54
Superintendents	18	43%	16	38%	6	14%	2	5%	0	0%	0	0%	42
Ch 1 Coordinators	55	39%	54	38%	15	11%	18	13%	0	0%	0	0%	142
Ch1 Supervisors	12	41%	8	28%	1	3%	8	28%	0	0%	0	0%	29
School Bd Members	10	31%	16	50%	3	9%	2	6%	1	3%	0	0%	32
Other	31	30%	54	51%	11	10%	7	7%	2	2%	0	0%	105
Subtotals	188	35%	238	44%	54	10%	42	8%	12	2%	2	0%	536
State Coordinators	*14*	*27%*	*23*	*45%*	*9*	*18%*	*5*	*10%*	*0*	*0%*	*0*	*0%*	*51*
Totals	202	34%	261	44%	63	11%	47	8%	12	2%	2	0%	587

14. LEAs should be required annually to assess the effectiveness of the involvement of parents in Chapter 1 programs and conduct activities to address the training needs of parents.

#14	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	33	39%	31	37%	14	17%	4	5%	2	2%	0	0%	84
Parents	35	73%	13	27%	0	0%	0	0%	0	0%	0	0%	48
Principals	16	30%	25	46%	2	4%	9	17%	0	0%	2	4%	54
Superintendents	13	31%	16	38%	8	19%	5	12%	0	0%	0	0%	42
Ch 1 Coordinators	44	31%	60	42%	23	16%	14	10%	1	1%	0	0%	142
Ch1 Supervisors	14	48%	9	31%	2	7%	3	10%	0	0%	1	3%	29
School Bd Members	15	47%	10	31%	5	16%	2	6%	0	0%	0	0%	32
Other	50	48%	40	38%	9	9%	5	5%	1	1%	0	0%	105
Subtotals	220	41%	204	38%	63	12%	42	8%	4	1%	3	1%	536
State Coordinators	*22*	*43%*	*21*	*41%*	*6*	*12%*	*1*	*2%*	*1*	*2%*	*0*	*0%*	*51*
Totals	242	41%	225	38%	69	12%	43	7%	5	1%	3	1%	587

15. A portion of the LEAs basic grant should be set-aside for comprehensive training of parents of participating children.

#15	SA	%SA	A	%A	D	%D	SD	%SD	DK	%DK	NR	%NR	Totals
Teachers	22	26%	29	35%	21	25%	8	10%	4	5%	0	0%	84
Parents	30	63%	12	25%	3	6%	1	2%	2	4%	0	0%	48
Principals	14	26%	21	39%	11	20%	5	9%	0	0%	3	6%	54
Superintendents	10	24%	16	38%	8	19%	6	14%	2	5%	0	0%	42
Ch 1 Coordinators	31	22%	51	36%	30	21%	28	20%	1	1%	1	1%	142
Ch1 Supervisors	7	24%	8	28%	6	21%	8	28%	0	0%	0	0%	29
School Bd Members	12	38%	12	38%	6	19%	1	3%	1	3%	0	0%	32
Other	28	27%	39	37%	18	17%	19	18%	1	1%	0	0%	105
Subtotals	154	29%	188	35%	103	19%	76	14%	11	2%	4	1%	536
State Coordinators	*6*	*12%*	*17*	*33%*	*21*	*41%*	*6*	*12%*	*1*	*2%*	*0*	*0%*	*51*
Totals	160	27%	205	35%	124	21%	82	14%	12	2%	4	1%	587

16. A portion of the LEAs basic grant should be set aside to train school personnel in effective strategies for parent involvement.

#16	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	28	33%	31	37%	17	20%	7	8%	1	1%	0	0%	84
Parents	26	54%	16	33%	6	13%	0	0%	0	0%	0	0%	48
Principals	15	28%	23	43%	11	20%	3	6%	0	0%	2	4%	54
Superintendents	8	19%	21	50%	8	19%	4	10%	1	2%	0	0%	42
Ch 1 Coordinators	32	23%	52	37%	37	26%	21	15%	0	0%	0	0%	142
Ch1 Supervisors	7	24%	9	31%	6	21%	7	24%	0	0%	0	0%	29
School Bd Members	13	41%	13	41%	5	16%	1	3%	0	0%	0	0%	32
Other	32	30%	31	30%	21	20%	17	16%	3	3%	1	1%	105
Subtotals	161	30%	196	37%	111	21%	60	11%	5	1%	3	1%	536
State Coordinators	*7*	*14%*	*21*	*41%*	*17*	*33%*	*6*	*12%*	*0*	*0%*	*0*	*0%*	*51*
Totals	168	29%	217	37%	128	22%	66	11%	5	1%	3	1%	587

17. LEAs should be required annually to assess in consultation with parents the effectiveness of parental involvement activities.

#17	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	21	25%	41	49%	15	18%	4	5%	3	4%	0	0%	84
Parents	29	60%	18	38%	0	0%	0	0%	1	2%	0	0%	48
Principals	13	24%	26	48%	9	17%	4	7%	0	0%	2	4%	54
Superintendents	9	21%	21	50%	7	17%	4	10%	1	2%	0	0%	42
Ch 1 Coordinators	34	24%	72	51%	28	20%	7	5%	1	1%	0	0%	142
Ch1 Supervisors	14	48%	9	31%	5	17%	1	3%	0	0%	0	0%	29
School Bd Members	12	38%	17	53%	1	3%	1	3%	1	3%	0	0%	32
Other	40	38%	49	47%	12	11%	3	3%	0	0%	1	1%	105
Subtotals	172	32%	253	47%	77	14%	24	4%	7	1%	3	1%	536
State Coordinators	*15*	*29%*	*27*	*53%*	*5*	*10%*	*2*	*4%*	*1*	*2%*	*1*	*2%*	*51*
Totals	187	32%	280	48%	82	14%	26	4%	8	1%	4	1%	587

18. SEAs should have the flexibility to develop and align state Chapter 1 program improvement plans with state school reform efforts.

#18	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	29	35%	46	55%	4	5%	2	2%	3	4%	0	0%	84
Parents	15	31%	17	35%	6	13%	5	10%	5	10%	0	0%	48
Principals	19	35%	28	52%	1	2%	3	6%	1	2%	2	4%	54
Superintendents	15	36%	18	43%	6	14%	3	7%	0	0%	0	0%	42
Ch 1 Coordinators	57	40%	65	46%	4	3%	7	5%	9	6%	0	0%	142
Ch1 Supervisors	14	48%	13	45%	1	3%	0	0%	1	3%	0	0%	29
School Bd Members	7	22%	21	66%	3	9%	1	3%	0	0%	0	0%	32
Other	48	46%	40	38%	4	4%	7	7%	5	5%	1	1%	105
Subtotals	**204**	38%	**248**	46%	**29**	5%	**28**	5%	**24**	4%	**3**	1%	**536**
State Coordinators	*27*	*53%*	*20*	*39%*	*3*	*6%*	*0*	*0%*	*1*	*2%*	*0*	*0%*	*51*
Totals	**231**	39%	**268**	46%	**32**	5%	**28**	5%	**25**	4%	**3**	1%	**587**

19. Schools should be identified for program improvement using evaluation data that is collected from multiple data sources that may include norm referenced tests.

#19	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	40	48%	37	44%	3	4%	2	2%	2	2%	0	0%	84
Parents	24	50%	16	33%	5	10%	2	4%	1	2%	0	0%	48
Principals	26	48%	21	39%	5	9%	0	0%	0	0%	2	4%	54
Superintendents	11	26%	29	69%	1	2%	1	2%	0	0%	0	0%	42
Ch 1 Coordinators	72	51%	64	45%	2	1%	3	2%	1	1%	0	0%	142
Ch1 Supervisors	17	59%	11	38%	1	3%	0	0%	0	0%	0	0%	29
School Bd Members	11	34%	17	53%	2	6%	0	0%	1	3%	1	3%	32
Other	53	50%	39	37%	6	6%	3	3%	2	2%	2	2%	105
Subtotals	**254**	47%	**234**	44%	**25**	5%	**11**	2%	**7**	1%	**5**	1%	**536**
State Coordinators	*25*	*49%*	*25*	*49%*	*0*	*0%*	*0*	*0%*	*0*	*0%*	*1*	*2%*	*51*
Totals	**279**	48%	**259**	44%	**25**	4%	**11**	2%	**7**	1%	**6**	1%	**587**

20. Schools should be identified for program improvement using evaluation data collected over more than one school year.

#20	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	36	43%	42	50%	4	5%	2	2%	0	0%	0	0%	84
Parents	15	31%	22	46%	9	19%	0	0%	1	2%	1	2%	48
Principals	24	44%	25	46%	2	4%	1	2%	0	0%	2	4%	54
Superintendents	17	40%	20	48%	3	7%	0	0%	2	5%	0	0%	42
Ch 1 Coordinators	88	62%	45	32%	4	3%	4	3%	1	1%	0	0%	142
Ch1 Supervisors	14	48%	12	41%	1	3%	1	3%	1	3%	0	0%	29
School Bd Members	13	41%	16	50%	2	6%	0	0%	1	3%	0	0%	32
Other	58	55%	37	35%	4	4%	1	1%	3	3%	2	2%	105
Subtotals	**265**	49%	**219**	41%	**29**	5%	**9**	2%	**9**	2%	**5**	1%	**536**
State Coordinators	*31*	*61%*	*14*	*27%*	*4*	*8%*	*0*	*0%*	*1*	*2%*	*1*	*2%*	*51*
Totals	**296**	50%	**233**	40%	**33**	6%	**9**	2%	**10**	2%	**6**	1%	**587**

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21. The desired outcomes established for Chapter 1 participants should be equivalent to the achievement expectations set for the entire student body.

#21	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	11	13%	34	40%	24	29%	11	13%	4	5%	0	0%	84
Parents	14	29%	16	33%	12	25%	3	6%	2	4%	1	2%	48
Principals	12	22%	21	39%	13	24%	5	9%	2	4%	1	2%	54
Superintendents	5	12%	15	36%	14	33%	6	14%	2	5%	0	0%	42
Ch 1 Coordinators	29	20%	40	28%	37	26%	32	23%	4	3%	0	0%	142
Ch1 Supervisors	3	10%	10	34%	3	10%	10	34%	2	7%	1	3%	29
School Bd Members	7	22%	15	47%	6	19%	3	7%	1	3%	0	0%	32
Other	36	34%	37	35%	18	17%	11	10%	1	1%	2	2%	105
Subtotals	117	22%	188	35%	127	24%	81	15%	18	3%	5	1%	536
State Coordinators	*18*	*35%*	*24*	*47%*	*6*	*12%*	*1*	*2%*	*2*	*4%*	*0*	*0%*	*51*
Totals	135	23%	212	36%	133	23%	82	14%	20	3%	5	1%	587

22. Program improvement requirements should apply only to subject matter instructional programs in which more than 20 students participate.

#22	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	20	24%	29	35%	22	26%	5	6%	8	10%	0	0%	84
Parents	3	6%	15	31%	18	38%	8	17%	4	8%	0	0%	48
Principals	15	28%	13	24%	15	28%	6	11%	4	7%	1	2%	54
Superintendents	10	24%	10	24%	13	31%	6	14%	3	7%	0	0%	42
Ch 1 Coordinators	71	50%	50	35%	10	7%	3	2%	5	4%	3	2%	142
Ch1 Supervisors	14	48%	3	10%	4	14%	2	7%	4	14%	2	7%	29
School Bd Members	6	19%	8	25%	9	28%	5	16%	4	13%	0	0%	32
Other	28	27%	28	27%	23	22%	15	14%	8	8%	3	3%	105
Subtotals	167	31%	156	29%	114	21%	50	9%	40	7%	9	2%	536
State Coordinators	*17*	*33%*	*16*	*31%*	*15*	*29%*	*1*	*2%*	*2*	*4%*	*0*	*0%*	*51*
Totals	184	31%	172	29%	129	22%	51	9%	42	7%	9	2%	587

23. Schools selected for program improvement should be required to implement the school improvement plan for at least one full school year.

#23	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	24	29%	53	63%	3	4%	3	4%	1	1%	0	0%	84
Parents	22	46%	22	46%	2	4%	0	0%	2	4%	0	0%	48
Principals	17	31%	29	54%	4	7%	3	6%	0	0%	1	2%	54
Superintendents	14	33%	22	52%	3	7%	2	5%	1	2%	0	0%	42
Ch 1 Coordinators	58	41%	66	46%	8	6%	5	4%	4	3%	1	1%	142
Ch1 Supervisors	17	59%	8	28%	1	3%	1	3%	1	3%	1	3%	29
School Bd Members	14	44%	13	41%	2	6%	2	6%	1	3%	0	0%	32
Other	46	44%	43	41%	10	10%	4	4%	1	1%	1	1%	105
Subtotals	212	40%	256	48%	33	6%	20	4%	11	2%	4	1%	536
State Coordinators	*27*	*53%*	*19*	*37%*	*2*	*4%*	*0*	*0%*	*2*	*4%*	*1*	*2%*	*51*
Totals	239	41%	275	47%	35	6%	20	3%	13	2%	5	1%	587

24. Once identified for program improvement, schools should be required to continue improvement efforts until increased student achievement is demonstrated over a multiple year time span.

#24	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	21	25%	38	45%	17	20%	4	5%	3	4%	1	1%	84
Parents	22	46%	15	31%	6	13%	4	8%	1	2%	0	0%	48
Principals	13	24%	20	37%	11	20%	8	15%	1	2%	1	2%	54
Superintendents	8	19%	17	40%	11	26%	6	14%	0	0%	0	0%	42
Ch 1 Coordinators	28	20%	59	42%	35	25%	13	9%	6	4%	1	1%	142
Ch1 Supervisors	12	41%	9	31%	5	17%	2	7%	0	0%	1	3%	29
School Bd Members	13	41%	8	25%	6	19%	4	13%	1	3%	0	0%	32
Other	45	43%	35	33%	17	16%	6	6%	2	2%	0	0%	105
Subtotals	162	30%	201	38%	108	20%	47	9%	14	3%	4	1%	536
State Coordinators	*16*	*31%*	*29*	*57%*	*5*	*10%*	*0*	*0%*	*1*	*2%*	*0*	*0%*	*51*
Totals	178	30%	230	39%	113	19%	47	8%	15	3%	4	1%	587

25. Sanctions or reduction in funds should be imposed on Chapter 1 programs in schools that show no improvement after a minimum number of years.

#25	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	7	8%	19	23%	31	37%	24	29%	3	4%	0	0%	84
Parents	8	17%	21	44%	8	17%	7	15%	4	8%	0	0%	48
Principals	7	13%	18	33%	17	31%	9	17%	2	4%	1	2%	54
Superintendents	6	14%	12	29%	11	26%	13	31%	0	0%	0	0%	42
Ch 1 Coordinators	12	8%	20	14%	42	30%	60	42%	6	4%	2	1%	142
Ch1 Supervisors	2	7%	6	21%	7	24%	12	41%	1	3%	1	3%	29
School Bd Members	6	19%	8	25%	8	25%	8	25%	2	6%	0	0%	32
Other	18	17%	29	28%	23	22%	31	30%	4	4%	0	0%	105
Subtotals	66	12%	133	25%	147	27%	164	31%	22	4%	4	1%	536
State Coordinators	*11*	*22%*	*14*	*27%*	*13*	*25%*	*10*	*20%*	*3*	*6%*	*0*	*0%*	*51*
Totals	77	13%	147	25%	160	27%	174	30%	25	4%	4	1%	587

26. School program improvement plans should be developed by a team that is representative of school personnel and parents of participating children.

#26	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	39	46%	35	42%	6	7%	3	4%	1	1%	0	0%	84
Parents	28	58%	19	40%	0	0%	0	0%	0	0%	1	2%	48
Principals	22	41%	24	44%	2	4%	5	9%	0	0%	1	2%	54
Superintendents	13	31%	21	50%	7	17%	1	2%	0	0%	0	0%	42
Ch 1 Coordinators	63	44%	67	47%	7	5%	5	4%	0	0%	0	0%	142
Ch1 Supervisors	14	48%	13	45%	0	0%	1	3%	0	0%	1	3%	29
School Bd Members	13	41%	19	59%	0	0%	0	0%	0	0%	0	0%	32
Other	59	56%	41	39%	4	4%	0	0%	1	1%	0	0%	105
Subtotals	251	47%	239	45%	26	5%	15	3%	2	0%	3	1%	536
State Coordinators	*35*	*69%*	*16*	31%	*0*	*0%*	*0*	*0%*	*0*	*0%*	*0*	*0%*	*51*
Totals	286	49%	255	43%	26	4%	15	3%	2	0%	3	1%	587

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27. The schoolwide maintenance of effort requirement for state and local funds may be reduced up to 10% of the previous year's per pupil expenditures as long as there is a similar districtwide reduction from state and local funds.

#27	**SA**	% SA	**A**	% A	**D**	% D	**SD**	% SD	**DK**	% DK	**NR**	% NR	**Totals**
Teachers	12	14%	27	32%	14	17%	9	11%	21	25%	1	1%	84
Parents	5	10%	17	35%	13	27%	2	4%	11	23%	0	0%	48
Principals	12	22%	19	35%	8	15%	6	11%	6	11%	3	6%	54
Superintendents	16	38%	19	45%	2	5%	2	5%	3	7%	0	0%	42
Ch 1 Coordinators	54	38%	54	38%	7	5%	8	6%	19	13%	0	0%	142
Ch1 Supervisors	9	31%	9	31%	2	7%	4	14%	4	14%	1	3%	29
School Bd Members	7	22%	12	38%	6	19%	1	3%	6	19%	0	0%	32
Other	34	32%	36	34%	11	10%	3	3%	21	20%	0	0%	105
Subtotals	149	28%	193	36%	63	12%	35	7%	91	17%	5	1%	536
State Coordinators	*16*	*31%*	*28*	*55%*	*2*	*4%*	*0*	*0%*	*5*	*10%*	*0*	*0%*	*51*
Totals	165	28%	221	38%	65	11%	35	6%	96	16%	5	1%	587

28. More Chapter 1 funds per pupil should be expended in schoolwide projects than in non-schoolwide project schools.

#28	**SA**	% SA	**A**	% A	**D**	% D	**SD**	% SD	**DK**	% DK	**NR**	% NR	**Totals**
Teachers	6	7%	14	17%	27	32%	16	19%	18	21%	3	4%	84
Parents	9	19%	14	29%	13	27%	4	8%	8	17%	0	0%	48
Principals	13	24%	13	24%	17	31%	8	15%	1	2%	2	4%	54
Superintendents	7	17%	10	24%	10	24%	7	17%	8	19%	0	0%	42
Ch 1 Coordinators	18	13%	24	17%	43	30%	36	25%	21	15%	0	0%	142
Ch1 Supervisors	3	10%	7	24%	7	24%	10	34%	1	3%	1	3%	29
School Bd Members	1	3%	11	34%	10	31%	5	16%	5	16%	0	0%	32
Other	14	13%	11	10%	33	31%	33	31%	13	12%	1	1%	105
Subtotals	71	13%	104	19%	160	30%	119	22%	75	14%	7	1%	536
State Coordinators	*13*	*25%*	*16*	*31%*	*12*	*24%*	*4*	*8%*	*6*	*12%*	*0*	*0%*	*51*
Totals	84	14%	120	20%	172	29%	123	21%	81	14%	7	1%	587

29. To be implemented, schoolwide projects should be comprehensive and require the use of all state, local, and federal categorical programs.

#29	**SA**	% SA	**A**	% A	**D**	% D	**SD**	% SD	**DK**	% DK	**NR**	% NR	**Totals**
Teachers	15	18%	33	39%	7	8%	5	6%	23	27%	1	1%	84
Parents	13	27%	22	46%	7	15%	1	2%	5	10%	0	0%	48
Principals	10	19%	25	46%	7	13%	5	9%	5	9%	2	4%	54
Superintendents	5	12%	15	36%	8	19%	6	14%	8	19%	0	0%	42
Ch 1 Coordinators	37	26%	58	41%	21	15%	11	8%	15	11%	0	0%	142
Ch1 Supervisors	11	38%	11	38%	3	10%	0	0%	2	7%	2	7%	29
School Bd Members	5	16%	11	34%	7	22%	3	9%	6	19%	0	0%	32
Other	31	30%	34	32%	9	9%	11	10%	19	18%	1	1%	105
Subtotals	382	71%	121	23%	18	3%	5	1%	5	1%	5	1%	536
State Coordinators	*16*	*31%*	*22*	*43%*	*6*	*12%*	*3*	*6%*	*4*	*8%*	*0*	*0%*	*51*
Totals	398	68%	143	24%	24	4%	8	1%	9	2%	5	1%	587

30. Local schoolwide plans should be required to evaluate the student achievement of Chapter 1 eligible students annually using multiple indicators consistent with the schoolwide project goals and objectives.

#30	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	19	23%	51	61%	4	5%	4	5%	5	6%	1	1%	84
Parents	22	46%	21	44%	2	4%	1	2%	2	4%	0	0%	48
Principals	14	26%	34	63%	2	4%	3	6%	0	0%	1	2%	54
Superintendents	9	21%	28	67%	3	7%	2	5%	0	0%	0	0%	42
Ch 1 Coordinators	53	37%	71	50%	9	6%	4	3%	5	4%	0	0%	142
Ch1 Supervisors	12	41%	15	52%	1	3%	0	0%	0	0%	1	3%	29
School Bd Members	8	25%	20	63%	3	9%	0	0%	0	0%	1	3%	32
Other	44	42%	48	46%	5	5%	3	3%	5	5%	0	0%	105
Subtotals	181	34%	288	54%	29	5%	17	3%	17	3%	4	1%	536
State Coordinators	*19*	*37%*	*25*	*49%*	*4*	*8%*	*1*	*2%*	*1*	*2%*	*1*	*2%*	*51*
Totals	200	34%	313	53%	33	6%	18	3%	18	3%	5	1%	587

31. One full year of planning and staff development should be required before schoolwide projects can be implemented.

#31	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	30	36%	33	39%	13	15%	2	2%	5	6%	1	1%	84
Parents	18	38%	18	38%	12	25%	0	0%	0	0%	0	0%	48
Principals	9	17%	23	43%	10	19%	7	13%	1	2%	4	7%	54
Superintendents	9	21%	16	38%	12	29%	3	7%	2	5%	0	0%	42
Ch 1 Coordinators	53	37%	52	37%	25	18%	4	3%	8	6%	0	0%	142
Ch1 Supervisors	15	52%	10	34%	1	3%	2	7%	1	3%	0	0%	29
School Bd Members	11	34%	10	31%	9	28%	1	3%	1	3%	0	0%	32
Other	32	30%	37	35%	17	16%	8	8%	8	8%	3	3%	105
Subtotals	177	33%	199	37%	99	18%	27	5%	26	5%	8	1%	536
State Coordinators	*28*	*55%*	*17*	*33%*	*3*	*6%*	*0*	*0%*	*2*	*4%*	*1*	*2%*	*51*
Totals	205	35%	216	37%	102	17%	27	5%	28	5%	9	2%	587

32. LEAs should be required to set aside Chapter 1 funds for ongoing high quality staff development specific to the needs of Chapter 1 participants in individual schools.

#32	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	37	44%	27	32%	15	18%	4	5%	0	0%	1	1%	84
Parents	23	48%	18	38%	2	4%	2	4%	3	6%	0	0%	48
Principals	18	33%	19	35%	10	19%	3	6%	0	0%	4	7%	54
Superintendents	13	31%	14	33%	11	26%	2	5%	2	5%	0	0%	42
Ch 1 Coordinators	46	32%	41	29%	35	25%	20	14%	0	0%	0	0%	142
Ch1 Supervisors	9	31%	13	45%	1	3%	6	21%	0	0%	0	0%	29
School Bd Members	14	44%	14	44%	2	6%	2	6%	0	0%	0	0%	32
Other	34	32%	29	28%	18	17%	14	13%	7	7%	3	3%	105
Subtotals	194	36%	175	33%	94	18%	53	10%	12	2%	8	1%	536
State Coordinators	*13*	*25%*	*21*	*41%*	*10*	*20%*	*5*	*10%*	*1*	*2%*	*1*	*2%*	*51*
Totals	207	35%	196	33%	104	18%	58	10%	13	2%	9	2%	587

33. Chapter 1 staff development activities should be required for both Chapter 1 and regular program staff

#33	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	33	39%	32	38%	15	18%	1	1%	2	2%	1	1%	84
Parents	27	56%	15	31%	3	6%	1	2%	2	4%	0	0%	48
Principals	21	39%	19	35%	8	15%	2	4%	0	0%	4	7%	54
Superintendents	14	33%	19	45%	6	14%	3	7%	0	0%	0	0%	42
Ch 1 Coordinators	50	35%	53	37%	19	13%	19	13%	1	1%	0	0%	142
Ch1 Supervisors	12	41%	10	34%	1	3%	6	21%	0	0%	0	0%	29
School Bd Members	15	47%	11	34%	4	13%	1	3%	1	3%	0	0%	32
Other	51	49%	35	33%	6	6%	9	9%	2	2%	2	2%	105
Subtotals	**223**	42%	**194**	36%	**62**	12%	**42**	8%	**8**	1%	**7**	1%	**536**
State Coordinators	*23*	*45%*	*25*	*49%*	*3*	*6%*	*0*	*0%*	*0*	*0%*	*0*	*0%*	*51*
Totals	**246**	42%	**219**	37%	**65**	11%	**42**	7%	**8**	1%	**7**	1%	**587**

34. LEAs should be required to set aside funds for early childhood programs for preschool through grade 3 eligible children

#34	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	24	29%	23	27%	24	29%	10	12%	3	4%	0	0%	84
Parents	16	33%	18	38%	9	19%	2	4%	3	6%	0	0%	48
Principals	16	30%	11	20%	13	24%	8	15%	2	4%	4	7%	54
Superintendents	12	29%	7	17%	12	29%	9	21%	1	2%	1	2%	42
Ch 1 Coordinators	25	18%	29	20%	43	30%	44	31%	1	1%	0	0%	142
Ch1 Supervisors	10	34%	5	17%	6	21%	7	24%	1	3%	0	0%	29
School Bd Members	7	22%	14	44%	6	19%	4	13%	1	3%	0	0%	32
Other	29	28%	25	24%	23	22%	21	20%	4	4%	3	3%	105
Subtotals	**139**	26%	**132**	25%	**136**	25%	**105**	20%	**16**	3%	**8**	1%	**536**
State Coordinators	*7*	*14%*	*5*	*10%*	*28*	*55%*	*9*	*18%*	*2*	*4%*	*0*	*0%*	*51*
Totals	**146**	25%	**137**	23%	**164**	28%	**114**	19%	**18**	3%	**8**	1%	**587**

35. LEAs should be required to set aside funds for Chapter 1 programs in secondary schools

#35	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	14	17%	26	31%	23	27%	15	18%	6	7%	0	0%	84
Parents	21	44%	14	29%	10	21%	2	4%	1	2%	0	0%	48
Principals	6	11%	14	26%	12	22%	15	28%	3	6%	4	7%	54
Superintendents	6	14%	7	17%	13	31%	14	33%	2	5%	0	0%	42
Ch 1 Coordinators	17	12%	12	8%	47	33%	61	43%	4	3%	1	1%	142
Ch1 Supervisors	4	14%	5	17%	8	28%	11	38%	1	3%	0	0%	29
School Bd Members	5	16%	7	22%	14	44%	5	16%	1	3%	0	0%	32
Other	16	15%	23	22%	37	35%	27	26%	1	1%	1	1%	105
Subtotals	**89**	17%	**108**	20%	**164**	31%	**150**	28%	**19**	4%	**6**	1%	**536**
State Coordinators	*2*	4%	*4*	8%	*28*	55%	*17*	*33%*	*0*	*0%*	*0*	0%	*51*
Totals	**91**	16%	**112**	19%	**192**	33%	**167**	28%	**19**	3%	**6**	1%	**587**

36. The use of predictors such as the educational level of the parent and the economic and social conditions of the family should be allowed as valid indicators of educational need in determining the eligibility of Chapter 1 pre-school children.

#36	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	24	29%	39	46%	11	13%	2	2%	7	8%	1	1%	84
Parents	17	35%	18	38%	5	10%	5	10%	3	6%	0	0%	48
Principals	13	24%	24	44%	7	13%	4	7%	2	4%	4	7%	54
Superintendents	14	33%	20	48%	3	7%	0	0%	4	10%	1	2%	42
Ch 1 Coordinators	49	35%	72	51%	12	8%	4	3%	5	4%	0	0%	142
Ch1 Supervisors	9	31%	16	55%	0	0%	3	10%	1	3%	0	0%	29
School Bd Members	11	34%	13	41%	3	9%	4	13%	1	3%	0	0%	32
Other	33	31%	37	35%	14	13%	12	11%	6	6%	3	3%	105
Subtotals	170	32%	239	45%	55	10%	34	6%	29	5%	9	2%	536
State Coordinators	*11*	*22%*	*26*	*51%*	*6*	*12%*	*6*	*12%*	*2*	*4%*	*0*	*0%*	*51*
Totals	181	31%	265	45%	61	10%	40	7%	31	5%	9	2%	587

37. LEAs should be required to coordinate Chapter 1 early childhood programs with other available programs including Even Start, Head Start, and other community service agencies providing family support to early childhood education.

#37	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	26	31%	41	49%	10	12%	0	0%	5	6%	2	2%	84
Parents	22	46%	19	40%	5	10%	1	2%	1	2%	0	0%	48
Principals	16	30%	20	37%	4	7%	6	11%	4	7%	4	7%	54
Superintendents	7	17%	20	48%	6	14%	7	17%	1	2%	1	2%	42
Ch 1 Coordinators	41	29%	50	35%	34	24%	10	7%	6	4%	1	1%	142
Ch1 Supervisors	9	31%	14	48%	3	10%	2	7%	1	3%	0	0%	29
School Bd Members	13	41%	10	31%	3	9%	5	16%	1	3%	0	0%	32
Other	43	41%	38	36%	10	10%	4	4%	6	6%	4	4%	105
Subtotals	177	33%	212	40%	75	14%	35	7%	25	5%	12	2%	536
State Coordinators	*23*	*45%*	*22*	*43%*	*6*	*12%*	*0*	*0%*	*0*	*0%*	*0*	*0%*	*51*
Totals	200	34%	234	40%	81	14%	35	6%	25	4%	12	2%	587

38. Chapter 1 programs for pre-school children should be comprehensive and include educational, social, and health services.

#38	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	35	42%	28	33%	10	12%	4	5%	5	6%	2	2%	84
Parents	18	38%	19	40%	8	17%	2	4%	1	2%	0	0%	48
Principals	21	39%	19	35%	5	9%	3	6%	2	4%	4	7%	54
Superintendents	13	31%	21	50%	4	10%	3	7%	1	2%	0	0%	42
Ch 1 Coordinators	52	37%	53	37%	14	10%	17	12%	6	4%	0	0%	142
Ch1 Supervisors	10	34%	11	38%	2	7%	4	14%	2	7%	0	0%	29
School Bd Members	12	38%	16	50%	1	3%	3	9%	0	0%	0	0%	32
Other	39	37%	38	36%	10	10%	11	10%	5	5%	2	2%	105
Subtotals	200	37%	205	38%	54	10%	47	9%	22	4%	8	1%	536
State Coordinators	*21*	*41%*	*24*	*47%*	*5*	*10%*	*0*	*0%*	*0*	*0%*	*1*	*2%*	*51*
Totals	221	38%	229	39%	59	10%	47	8%	22	4%	9	2%	587

39. To implement Chapter 1 early childhood programs, LEAs should be required to employ certified staff and provide appropriate training and staff development

#39	**SA**	% SA	**A**	% A	**D**	% D	**SD**	% SD	**DK**	% DK	**NR**	% NR	**Totals**
Teachers	**50**	60%	**24**	29%	**6**	7%	**1**	1%	**0**	0%	**3**	4%	**84**
Parents	**26**	54%	**15**	31%	**5**	10%	**2**	4%	**0**	0%	**0**	0%	**48**
Principals	**26**	48%	**15**	28%	**4**	7%	**3**	6%	**2**	4%	**4**	7%	**54**
Superintendents	**15**	36%	**21**	50%	**3**	7%	**2**	5%	**0**	0%	**1**	2%	**42**
Ch 1 Coordinators	**76**	54%	**45**	32%	**13**	9%	**6**	4%	**2**	1%	**0**	0%	**142**
Ch1 Supervisors	**19**	66%	**8**	28%	**1**	3%	**0**	0%	**1**	3%	**0**	0%	**29**
School Bd Members	**17**	53%	**11**	34%	**1**	3%	**3**	9%	**0**	0%	**0**	0%	**32**
Other	**60**	57%	**29**	28%	**5**	5%	**2**	2%	**7**	7%	**2**	2%	**105**
Subtotals	**289**	54%	**168**	31%	**38**	7%	**19**	4%	**12**	2%	**10**	2%	**536**
State Coordinators	***19***	*37%*	***25***	*49%*	***5***	*10%*	***1***	*2%*	***1***	*2%*	***0***	*0%*	***51***
Totals	**308**	52%	**193**	33%	**43**	7%	**20**	3%	**13**	2%	**10**	2%	**587**

40. Early childhood programs (pre-school through grade 3) should set goals, objectives, and achievement levels that are developmentally appropriate for young children

#40	**SA**	% SA	**A**	% A	**D**	% D	**SD**	% SD	**DK**	% DK	**NR**	% NR	**Totals**
Teachers	**56**	67%	**23**	27%	**1**	1%	**0**	0%	**1**	1%	**3**	4%	**84**
Parents	**31**	65%	**15**	31%	**2**	4%	**0**	0%	**0**	0%	**0**	0%	**48**
Principals	**33**	61%	**15**	28%	**2**	4%	**0**	0%	**0**	0%	**4**	7%	**54**
Superintendents	**29**	69%	**12**	29%	**1**	2%	**0**	0%	**0**	0%	**0**	0%	**42**
Ch 1 Coordinators	**110**	77%	**31**	22%	**0**	0%	**1**	1%	**0**	0%	**0**	0%	**142**
Ch1 Supervisors	**24**	83%	**4**	14%	**0**	0%	**0**	0%	**1**	3%	**0**	0%	**29**
School Bd Members	**22**	69%	**9**	28%	**1**	3%	**0**	0%	**0**	0%	**0**	0%	**32**
Other	**77**	71%	**22**	20%	**1**	1%	**0**	0%	**3**	3%	**2**	2%	**108**
Subtotals	**382**	71%	**131**	24%	**8**	1%	**1**	0%	**5**	1%	**9**	2%	**536**
State Coordinators	***37***	*73%*	***12***	*24%*	***1***	*2%*	***0***	*0%*	***0***	*0%*	***1***	*2%*	***51***
Totals	**419**	71%	**143**	24%	**9**	2%	**1**	0%	**5**	1%	**10**	2%	**587**

41. The use of norm referenced tests as the only measure for Chapter 1 national evaluation purposes should be discontinued

#41	**SA**	% SA	**A**	% A	**D**	% D	**SD**	% SD	**DK**	% DK	**NR**	% NR	**Totals**
Teachers	**54**	64%	**20**	24%	**6**	7%	**3**	4%	**1**	1%	**0**	0%	**84**
Parents	**19**	40%	**15**	31%	**6**	13%	**2**	4%	**6**	13%	**0**	0%	**48**
Principals	**29**	54%	**16**	30%	**7**	13%	**1**	2%	**1**	2%	**0**	0%	**54**
Superintendents	**19**	45%	**15**	36%	**4**	10%	**2**	5%	**2**	5%	**0**	0%	**42**
Ch 1 Coordinators	**81**	57%	**32**	23%	**13**	9%	**12**	8%	**4**	3%	**0**	0%	**142**
Ch1 Supervisors	**15**	52%	**10**	34%	**1**	3%	**1**	3%	**1**	3%	**1**	3%	**29**
School Bd Members	**19**	59%	**7**	22%	**2**	6%	**1**	3%	**3**	9%	**0**	0%	**32**
Other	**58**	55%	**27**	26%	**9**	9%	**7**	7%	**3**	3%	**1**	1%	**105**
Subtotals	**294**	55%	**142**	26%	**48**	9%	**29**	5%	**21**	4%	**2**	0%	**536**
State Coordinators	***15***	*29%*	***24***	*47%*	***5***	*10%*	***5***	*10%*	***0***	*0%*	***2***	*4%*	***51***
Totals	**309**	53%	**166**	28%	**53**	9%	**34**	6%	**21**	4%	**4**	1%	**587**

42. The Chapter 1 statute should allow SEAs and LEAs the flexibility to use assessment and evaluation options that best suit their specific purposes and that are aligned with state and local assessment practices.

#42	**SA**	% SA	**A**	% A	**D**	% D	**SD**	% SD	**DK**	% DK	**NR**	% NR	**Totals**
Teachers	50	60%	29	35%	1	1%	3	4%	1	1%	0	0%	84
Parents	23	48%	16	33%	5	10%	1	2%	2	4%	1	2%	48
Principals	32	59%	20	37%	1	2%	1	2%	0	0%	0	0%	54
Superintendents	26	62%	14	33%	1	2%	0	0%	1	2%	0	0%	42
Ch 1 Coordinators	79	56%	43	30%	6	4%	12	8%	2	1%	0	0%	142
Ch1 Supervisors	11	38%	11	38%	4	14%	2	7%	0	0%	1	3%	29
School Bd Members	17	53%	13	41%	1	3%	1	3%	0	0%	0	0%	32
Other	54	51%	32	30%	6	6%	8	8%	3	3%	2	2%	105
Subtotals	292	54%	178	33%	25	5%	28	5%	9	2%	4	1%	536
State Coordinators	*21*	*41%*	*20*	*39%*	*6*	*12%*	*2*	*4%*	*2*	*4%*	*0*	*0%*	*51*
Totals	313	53%	198	34%	31	5%	30	5%	11	2%	4	1%	587

43. Assessment of achievement of children using standardized tests should not begin before fourth grade.

#43	**SA**	% SA	**A**	% A	**D**	% D	**SD**	% SD	**DK**	% DK	**NR**	% NR	**Totals**
Teachers	35	42%	21	25%	16	19%	4	5%	7	8%	1	1%	84
Parents	5	10%	13	27%	17	35%	9	19%	4	8%	0	0%	48
Principals	26	48%	12	22%	9	17%	5	9%	2	4%	0	0%	54
Superintendents	12	29%	13	31%	11	26%	4	10%	2	5%	0	0%	42
Ch 1 Coordinators	48	34%	33	23%	34	24%	22	15%	5	4%	0	0%	142
Ch1 Supervisors	6	21%	6	21%	8	28%	6	21%	2	7%	1	3%	29
School Bd Members	7	22%	11	34%	9	28%	2	6%	3	9%	0	0%	32
Other	39	37%	23	22%	25	24%	13	12%	4	4%	1	1%	105
Subtotals	178	33%	132	25%	129	24%	65	12%	29	5%	3	1%	536
State Coordinators	*17*	*33%*	*21*	*41%*	*10*	*20%*	*1*	*2%*	*1*	*2%*	*1*	*2%*	*51*
Totals	195	33%	153	26%	139	24%	66	11%	30	5%	4	1%	587

44. LEAs should be allowed to develop and implement alternative assessment techniques in Chapter 1 programs using innovative funds.

#44	**SA**	% SA	**A**	% A	**D**	% D	**SD**	% SD	**DK**	% DK	**NR**	% NR	**Totals**
Teachers	42	50%	33	39%	3	4%	2	2%	3	4%	1	1%	84
Parents	13	27%	24	50%	6	13%	1	2%	3	6%	1	2%	48
Principals	31	57%	19	35%	0	0%	3	6%	1	2%	0	0%	54
Superintendents	16	38%	20	48%	3	7%	0	0%	2	5%	1	2%	42
Ch 1 Coordinators	66	46%	59	42%	7	5%	2	1%	7	5%	1	1%	142
Ch1 Supervisors	10	34%	16	55%	1	3%	0	0%	1	3%	1	3%	29
School Bd Members	13	41%	17	53%	1	3%	0	0%	1	3%	0	0%	32
Other	42	40%	43	41%	8	8%	7	7%	4	4%	1	1%	105
Subtotals	233	43%	231	43%	29	5%	15	3%	22	4%	6	1%	536
State Coordinators	*9*	*18%*	*26*	*51%*	*10*	*20%*	*3*	*6%*	*2*	*4%*	*1*	*2%*	*51*
Totals	242	41%	257	44%	39	7%	18	3%	24	4%	7	1%	587

45. The Chapter 1 statute should promote the use of measures other than norm referenced tests for student selection

#45	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	53	63%	27	32%	1	1%	2	2%	0	0%	1	1%	84
Parents	17	35%	26	54%	3	6%	0	0%	2	4%	0	0%	48
Principals	34	63%	15	28%	1	2%	1	2%	2	4%	1	2%	54
Superintendents	22	52%	17	40%	0	0%	1	2%	2	5%	0	0%	42
Ch 1 Coordinators	84	59%	45	32%	10	7%	2	1%	1	1%	0	0%	142
Ch1 Supervisors	18	62%	7	24%	2	7%	0	0%	1	3%	1	3%	29
School Bd Members	15	47%	14	44%	1	3%	1	3%	1	3%	0	0%	32
Other	57	54%	36	34%	5	5%	2	2%	3	3%	2	2%	105
Subtotals	300	56%	187	35%	23	4%	9	2%	12	2%	5	1%	536
State Coordinators	*20*	*39%*	*24*	*47%*	*4*	*8%*	*2*	*4%*	*0*	*0%*	*1*	*2%*	*51*
Totals	320	55%	211	36%	27	5%	11	2%	12	2%	6	1%	587

46. The Chapter 1 statute should promote the use of measures other than norm referenced tests for student program improvement.

#46	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	52	62%	30	36%	1	1%	1	1%	0	0%	0	0%	84
Parents	18	38%	26	54%	3	6%	0	0%	1	2%	0	0%	48
Principals	30	56%	19	35%	1	2%	2	4%	2	4%	0	0%	54
Superintendents	21	50%	16	38%	1	2%	1	2%	3	7%	0	0%	42
Ch 1 Coordinators	83	58%	46	32%	8	6%	4	3%	1	1%	0	0%	142
Ch1 Supervisors	15	52%	11	38%	2	7%	0	0%	0	0%	1	3%	29
School Bd Members	17	53%	11	34%	2	6%	1	3%	1	3%	0	0%	32
Other	54	51%	42	40%	6	6%	1	1%	1	1%	1	1%	105
Subtotals	290	54%	201	38%	24	4%	10	2%	9	2%	2	0%	536
State Coordinators	*20*	*39%*	*28*	*55%*	*3*	*6%*	*0*	*0%*	*0*	*0%*	*0*	*0%*	*51*
Totals	310	53%	229	39%	27	5%	10	2%	9	2%	2	0%	587

47. The Chapter 1 statute should promote the use of measures other than norm referenced tests for program evaluation.

#47	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	54	64%	28	33%	0	0%	1	1%	1	1%	0	0%	84
Parents	19	40%	25	52%	3	6%	0	0%	0	0%	1	2%	48
Principals	34	63%	14	26%	1	2%	2	4%	3	6%	0	0%	54
Superintendents	19	45%	19	45%	0	0%	1	2%	2	5%	1	2%	42
Ch 1 Coordinators	74	52%	42	30%	12	8%	10	7%	4	3%	0	0%	142
Ch1 Supervisors	11	38%	13	45%	3	10%	1	3%	0	0%	1	3%	29
School Bd Members	17	53%	11	34%	2	6%	1	3%	1	3%	0	0%	32
Other	48	46%	42	40%	8	8%	4	4%	2	2%	1	1%	105
Subtotals	276	51%	194	36%	29	5%	20	4%	13	2%	4	1%	536
State Coordinators	*18*	*35%*	*23*	*45%*	*8*	*16%*	*0*	*0%*	*2*	*4%*	*0*	*0%*	*51*
Totals	294	50%	217	37%	37	6%	20	3%	15	3%	4	1%	587

48 LEAs should have the option to use emerging assessment techniques such as portfolios and performance tasks to evaluate annually the effectiveness of the Chapter 1 program.

#48	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	51	61%	27	32%	1	1%	2	2%	3	4%	0	0%	84
Parents	17	35%	27	56%	2	4%	1	2%	1	2%	0	0%	48
Principals	36	67%	16	30%	0	0%	2	4%	0	0%	0	0%	54
Superintendents	22	52%	16	38%	1	2%	1	2%	2	5%	0	0%	42
Ch 1 Coordinators	72	51%	46	32%	12	8%	8	6%	4	3%	0	0%	142
Ch1 Supervisors	11	38%	13	45%	2	7%	1	3%	1	3%	1	3%	29
School Bd Members	17	53%	12	38%	2	6%	0	0%	1	3%	0	0%	32
Other	53	50%	36	34%	8	8%	3	3%	4	4%	1	1%	105
Subtotals	279	52%	193	36%	28	5%	18	3%	16	3%	2	0%	536
State Coordinators	*12*	*24%*	*29*	*57%*	*7*	*14%*	*2*	*4%*	*1*	*2%*	*0*	*0%*	*51*
Totals	291	50%	222	38%	35	6%	20	3%	17	3%	2	0%	587

49 LEAs should have the option to use emerging assessment techniques such as portfolios and performance tasks to demonstrate student progress for purposes of program improvement.

#49	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	51	61%	25	30%	2	2%	2	2%	4	5%	0	0%	84
Parents	17	35%	23	48%	4	8%	1	2%	3	6%	0	0%	48
Principals	33	61%	18	33%	1	2%	2	4%	0	0%	0	0%	54
Superintendents	23	55%	16	38%	1	2%	0	0%	2	5%	0	0%	42
Ch 1 Coordinators	83	58%	50	35%	4	3%	3	2%	2	1%	0	0%	142
Ch1 Supervisors	17	59%	9	31%	1	3%	0	0%	1	3%	1	3%	29
School Bd Members	17	53%	13	41%	1	3%	0	0%	1	3%	0	0%	32
Other	58	55%	36	34%	6	6%	0	0%	3	3%	2	2%	105
Subtotals	299	56%	190	35%	20	4%	8	1%	16	3%	3	1%	536
State Coordinators	*16*	*31%*	*30*	*59%*	*1*	*2%*	*2*	*4%*	*2*	*4%*	*0*	*0%*	*51*
Totals	315	54%	220	37%	21	4%	10	2%	18	3%	3	1%	587

50 Chapter 1 should focus only on advanced skills and evaluate performance only in advanced skills.

#50	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	6	7%	7	8%	38	45%	31	37%	2	2%	0	0%	84
Parents	5	10%	5	10%	27	56%	8	17%	3	6%	0	0%	48
Principals	5	9%	2	4%	26	48%	18	33%	3	6%	0	0%	54
Superintendents	0	0%	2	5%	26	62%	12	29%	2	5%	0	0%	42
Ch 1 Coordinators	17	12%	18	13%	52	37%	52	37%	3	2%	0	0%	142
Ch1 Supervisors	2	7%	4	14%	8	28%	13	45%	1	3%	1	3%	29
School Bd Members	0	0%	0	0%	16	50%	14	44%	1	3%	1	3%	32
Other	4	4%	6	6%	46	44%	42	40%	6	6%	1	1%	105
Subtotals	39	7%	44	8%	239	45%	190	35%	21	4%	3	1%	536
State Coordinators	*9*	*18%*	*10*	*20%*	*21*	*41%*	*8*	*16%*	*3*	*6%*	*0*	*0%*	*51*
Totals	48	8%	54	9%	260	44%	198	34%	24	4%	3	1%	587

51 The U.S. Department of Education should develop an alternative process to collect national data on Chapter 1 program effectiveness that may include sampling across states and case studies.

#51	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	26	31%	44	52%	1	1%	1	1%	12	14%	0	0%	84
Parents	11	23%	32	67%	3	6%	0	0%	2	4%	0	0%	48
Principals	18	33%	25	46%	0	0%	4	7%	5	9%	2	4%	54
Superintendents	12	29%	20	48%	2	5%	2	5%	6	14%	0	0%	42
Ch 1 Coordinators	51	36%	60	42%	9	6%	13	9%	9	6%	0	0%	142
Ch1 Supervisors	7	24%	16	55%	1	3%	3	10%	2	7%	0	0%	29
School Bd Members	6	19%	19	59%	2	6%	1	3%	3	9%	1	3%	32
Other	41	39%	45	43%	2	2%	6	6%	10	10%	1	1%	105
Subtotals	172	32%	261	49%	20	4%	30	6%	49	9%	4	1%	536
State Coordinators	*17*	*33%*	*23*	*45%*	*3*	*6%*	*1*	*2%*	*3*	*6%*	*4*	*8%*	*51*
Totals	189	32%	284	48%	23	4%	31	5%	52	9%	8	1%	587

52 Multiple factors (e.g., graduation rates and attendance) should be considered as valid indicators of Chapter 1 program success and used as additional program evaluation tools.

#52	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	34	40%	39	46%	4	5%	2	2%	5	6%	0	0%	84
Parents	17	35%	23	48%	5	10%	0	0%	2	4%	1	2%	48
Principals	14	26%	33	61%	3	6%	2	4%	0	0%	2	4%	54
Superintendents	16	38%	18	43%	5	12%	1	2%	2	5%	0	0%	42
Ch 1 Coordinators	56	39%	62	44%	14	10%	6	4%	4	3%	0	0%	142
Ch1 Supervisors	13	45%	10	34%	2	7%	1	3%	3	10%	0	0%	29
School Bd Members	9	28%	17	53%	5	16%	0	0%	0	0%	1	3%	32
Other	34	32%	55	52%	7	7%	8	8%	0	0%	1	1%	105
Subtotals	193	36%	257	48%	45	8%	20	4%	16	3%	5	1%	536
State Coordinators	*14*	*27%*	*22*	*43%*	*8*	*16%*	*2*	*4%*	*2*	*4%*	*3*	*6%*	*51*
Totals	207	35%	279	48%	53	9%	22	4%	18	3%	8	1%	587

53 The long term effectiveness of a Chapter 1 program should be demonstrated through program improvement requirements rather than through separate sustained effects studies.

#53	SA	% SA	A	% A	D	% D	SD	% SD	DK	% DK	NR	% NR	Totals
Teachers	16	19%	38	45%	9	11%	2	2%	19	23%	0	0%	84
Parents	9	19%	16	33%	11	23%	2	4%	10	21%	0	0%	48
Principals	11	20%	16	30%	12	22%	3	6%	10	19%	2	4%	54
Superintendents	10	24%	16	38%	3	7%	1	2%	12	29%	0	0%	42
Ch 1 Coordinators	51	36%	47	33%	24	17%	6	4%	14	10%	0	0%	142
Ch1 Supervisors	14	48%	12	41%	1	3%	1	3%	1	3%	0	0%	29
School Bd Members	6	19%	13	41%	6	19%	2	6%	4	13%	1	3%	32
Other	20	19%	38	36%	20	19%	7	7%	17	16%	3	3%	105
Subtotals	137	26%	196	37%	86	16%	24	4%	87	16%	6	1%	536
State Coordinators	*15*	*29%*	*18*	*35%*	*7*	*14%*	*1*	*2%*	*6*	*12%*	*4*	*8%*	*51*
Totals	152	26%	214	36%	93	16%	25	4%	93	16%	10	2%	587

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*54. LEAs should be required to provide Chapter 1 services to schools only if a minimum number of eligible students have been identified. Which of the following should be the minimum number of students?
(a) 10 (b) 20 (c) 30 (d) 40 (e) 50 NR-No Response Given

#54 Minimum Elig.	**10**	**%**	**20**	**%**	**30**	**%**	**40**	**%**	**50**	**%**	**NR**	**%NR**	**Totals**
Teachers	33	39%	12	14%	13	15%	8	10%	14	17%	4	5%	84
Parents	22	46%	10	21%	5	10%	1	2%	9	19%	1	2%	48
Principals	22	41%	16	30%	5	9%	3	6%	6	11%	2	4%	54
Superintendents	19	45%	9	21%	3	7%	3	7%	5	12%	3	7%	42
Ch 1 Coordinators	45	32%	37	26%	24	17%	11	8%	21	15%	4	3%	142
Ch1 Supervisors	9	31%	5	17%	4	14%	2	7%	9	31%	0	0%	29
School Bd Members	15	47%	8	25%	4	13%	1	3%	2	6%	2	6%	32
Other	45	43%	22	21%	14	13%	7	7%	12	11%	5	5%	105
Subtotals	210	39%	119	22%	72	13%	36	7%	78	15%	21	4%	536
State Coordinators	*12*	*24%*	*20*	*39%*	*6*	*12%*	*1*	*2%*	*6*	*12%*	*6*	*12%*	*51*
Totals	222	38%	139	24%	78	13%	37	6%	84	14%	27	5%	587

*55. Select the low-income percentage criteria that should be used to determine a school's eligibility for participating in schoolwide projects
(a) 75% (b) 70% (c) 65% (d) 60% (e) 50% NR-No Response Given

#55 Schoolwide	**75%**	**%**	**70%**	**%**	**65%**	**%**	**60%**	**%**	**50%**	**%**	**NR**	**%NR**	**Totals**
Teachers	11	13%	4	5%	13	15%	11	13%	39	46%	6	7%	84
Parents	10	21%	1	2%	4	8%	3	6%	29	60%	1	2%	48
Principals	3	6%	2	4%	3	6%	8	15%	36	67%	2	4%	54
Superintendents	4	10%	5	12%	3	7%	4	10%	24	57%	2	5%	42
Ch 1 Coordinators	50	35%	15	11%	17	12%	9	6%	47	33%	4	3%	142
Ch1 Supervisors	10	37%	1	2%	3	0%	0	0%	12	41%	3	10%	29
School Bd Members	3	9%	1	3%	3	9%	4	13%	20	63%	1	3%	32
Other	27	26%	5	5%	14	13%	16	15%	37	35%	6	6%	105
Subtotals	118	22%	34	6%	60	11%	55	10%	244	46%	25	5%	536
State Coordinators	*11*	*22%*	*3*	*6%*	*18*	*35%*	*7*	*14%*	*9*	*18%*	*3*	*6%*	*51*
Totals	129	22%	37	6%	78	13%	62	11%	253	43%	28	5%	587

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*Response categories for items #54 and #55 vary as indicated

Mr. Miller of California. Thank you all very much. Your testimony was quite interesting.

Essentially your message is very emphatic and unequivocal. That is not always the case when we have asked people to review Federal programs. There is usually a lot of hedging. You seem to have arrived at the same set of basic principles, both about our children and about our schools, and the fact that each of them is capable of doing much more. I happen to think that you have laid out a tremendous road map here if we want to take the modernization of this program seriously.

Your testimony is premised on the basis that Chapter 1's instructional practices such as "pull" outs and supplemental time on top of the regular program, are no longer held to be valid, that they have taken us about as far as they can take us; and that if we keep that model while underlying basic reforms are taking place within the schools, some of the losses you document in your reports in terms of the gap will continue. Is that a fair statement?

Let the record show nodding heads in the affirmative.

Let me add that this is not necessarily an indictment or a blame. As I read through the research that you are presenting, the suggestion is we know something different now. We started to look at it in 1988, but we haven't gone far enough.

Dr. Rotberg. I think, to elaborate what you are saying, a central point that I heard among everyone was the need for more resources in the poorest communities. If I had to select in my own testimony the one point that I think is most important, it is that point, and whether or not the appropriations go up this year, I think, instituting the concept of a weighted formula can make a lot of difference over the years in whether or not the proposals that people are making are realistic.

In my view, we can't do a lot without more resources in these schools. In terms of the change in focus, Chapter 1 has focused on basic skills, reading and math instruction. These skills continue to be important. That hasn't changed. But I think the point that I am making, and some others, is that we need to reform Chapter 1 so it can serve a much broader range of low-income children with a much broader range of subject matter in poor communities and that this should be the focus of the program.

I will add to that——

Mr. Miller of California. Before we get to the questions of how we fund it and whether we concentrate it and what the cutoffs and threshold are for schools participating—which is important, let me ask this: Dr. Hornbeck, in your statement you say that the times have changed; it isn't working; we are dragging instruction down to very low levels; it was limited to very basic skills; it doesn't work at all; with more complex skills you cannot compensate in 25 to 30 minutes a day for the effects of watered down instruction in the rest of the school day. Those are rather unequivocal statements.

We have now an opportunity to head off in a different direction. Is that what you are telling us?

Mr. Hornbeck. That is correct.

Let me make a comment in the way that you addressed that. The Chapter 1 commission would be very enthusiastic about more money. But if we only had more money and we didn't change the structure, we wouldn't get the results that we are seeking. There are some fundamental structural practices in the way in which we do the education business in the United States and in some ways more emphatically now in Chapter 1 programs that don't yield the kinds of results that we have come to recognize are necessary for kids to know and be able to do.

We do not, by and large, focus on high expectation outcomes, on complex thinking. We focus on relatively low-level skills. To change from the one to the other is a huge jump in the United States generally, and it is even a bigger jump in the United States for disadvantaged kids.

Mr. **Miller** of California. The other side of that may be that if it is based upon the research and the literature, it is also a very positive realization. We have been spending 25 years suggesting that these kids just weren't going to measure up and that we were either going to "dumb down" for them or find them low-skill jobs. The suggestion in the literature is that these kids are capable of participating in a high skill educational system.

Mr. **Hornbeck**. Expectations become self-fulfilling prophecies every day. If you use dumb down tests with low-level norms, that is the results you will get.

If you use more aggressive, higher level, expectation norms, kids are going to generally rise to that level of expectation.

One of the factors that drives low-level expectations across the United States for disadvantaged kids now is the set of Chapter 1 requirements, because it touches—as has been pointed out—two-thirds or three-quarters of the schools in the United States.

But it is not even just the outcomes. It has to do with the character of the assessment strategies. I mentioned that some people think that this call for different assessment strategies envisions the equivalent of Buck Rogers in that context. Not so. The kind of tests that we are talking about, for example, is reflected in writing tests that are being used in a widespread way across the United States today. Those are "authentic assessments," and they are valid; and we know how to do them.

In an interim kind of way, the State of Kentucky has embarked on a statewide system of that kind. There is some of the work that is going on in the California Assessment Program of the same kind. These are not way out kinds of notions. There is a consortium of 17 States and 6 cities that will be field testing 4th and 8th grade math and English arts tests of this kind with 60,000 kids this spring in all those consortia States. Not one test required nationwide. We are not supporting that. But we are supporting the use of a variety of different kinds of assessment strategies out across the land. And we are supporting—the point here is to have those standards relate to disadvantaged kids. I think of the State of Washington, for example, where in Washington State the chairman of Boeing and the governor and others are supporting a system for everybody very much like what we have described here.

Now if, on the one hand—and the same thing is happening with Governor Voinovich and Senator Aronoff and others in the Ohio State legislature. If those programs go forward—as I hope they do—and at the same time the Federal Government is continuing to require, in effect, dumb down outcomes and dumb down tests, there will be this kind of disparity that exists for kids for whom the norm is a higher State-based standard and a Federal drag on the system.

Mr. **MILLER** of California. Mrs. McClure, you served on two——

Ms. **MCCLURE**. That is correct.

Mr. **MILLER** of California. You discussed migrants and non-public schools. Those were not in the report. Wasn't that part of your discussion?

Ms. **MCCLURE**. The commission dealt only with the basic program. The reason the panel dealt with those other two programs was because that was part of the congressional instructions for the national assessments.

Mr. **MILLER** of California. I will give my colleagues an opportunity to ask questions, and on the second round of questioning, I will come back to the questions of concentrations and funding allocations.

I would just say for this committee that we may not be able to drive national reform with this bill because, as I think was pointed out in some States, if we try to do that in terms of leveling the playing field in funding, that is not enough to get them to engage in the other fiscal decisions they would have to make.

But from a programmatic point of view, we do have an opportunity to make a Federal statement and either validate what governors and many other people are suggesting needs to be done with our educational institutions and also, the whole discussion that is swirling around this Congress. Your recommendations from each of these reports go from unnecessary paperwork and accountability and recordkeeping that drives people crazy in this process, to the questions of standards and assessments, to the notion that the continued investment in the infrastructure of education, in the professionalization, and the skills of our teachers; and the parental advisory committees we started a long time ago.

But I think the suggestion here is more integral to this program in terms of parental involvement and participation and perhaps the advisory committees which we got rid of them in 1981, as well as the notion that we may have the ability to streamline this by looking at outcomes as opposed to how you are managing every second of a student's day. This would be rather refreshing for a number of people.

Let me thank you very much for the work that you have done and again just recommend to my colleagues your background documents. We have an incredible blueprint for some actions that we may want to consider.

With that, Congressman Becerra?

Mr. **BECERRA**. Thank you, Mr. Chairman. I wish we had all day to go into this. I have many questions.

Let me begin with a concern for some of us coming from high growth States. As a result of the population growth, the Chapter 1 formula will affect the funding going to some States.

There is a proposal now that some of these low-growth States that will lose money be given funds to help offset the immediate loss of Chapter 1 dollars, a hold harmless package of dollars. I think most high-growth State members of this Congress are willing to give the money to those lowest growth States to help them, to buffer the loss of funds. But we look back at the fact that 1980 census figures have been used for the last 12 years and have, for that reason, cost high growth States money for the last 12 or so years.

Given that we are dealing with a zero budget growth gain and a Chapter 1 dollar going here means one is not going here, how can we provide a hold harmless clause for the low-growth States and try to deal with the concerns of the loss of that particular amount of dollars in the high growth States and the concern that the hold harmless clause will be applied to us when it comes to Chapter 1 funding?

Mr. GINSBURG. I will answer in two parts. Most proposals are for a 1-year transition so that there would be, for example, a hold harmless—I believe the administration considered a proposal of something like 92½ percent hold harmless for 1 year. That would apply next year to that lower amount, so eventually the hold harmless would decline.

How do we prevent it from happening in the future because these States are going to continue to be high-growth States? We have contacted the Census Bureau. They are confident that we could make estimates at least every 2 years that would allow you to update the accounts at the State level, and there is work underway that they think that they maybe could do that at the county level. We are confident that we could do that.

Mr. MILLER of California. If the gentleman would yield, where will they get the capacity to do that?

Mr. GINSBURG. From census surveys I can obtain accurate estimates at the State level. You may have to pool data over a couple of years, but at the State level we can come closer than we can by using the 1990 census in 1992.

Mr. BECERRA. It sounds like this were day one and we start the hold harmless funding as of today.

In California, where the highest growth occurred, we have lost funding because 1980 census figures have been used. Let's service the kids.

What about States that for the last 12 years have perhaps lost as much as these low-growth have lost or are going to lose? What do you tell the State of California that would make it feel better in going along with a program that provides hold harmless moneys to low-growth States when the State of California has had to deal with the high cost over the last 12 years without adequate funding from the Federal Government?

Mr. GINSBURG. We would not be in favor of a hold harmless. The hold harmless would phase out. It is reasonable to have some type of transition policy. Congress has always built in a transition policy in terms of hold harmless.

We do not represent the administration views with respect to the formula.

Mr. BECERRA. It sounds like you are saying you can understand the rationale for the hold harmless funding. Would you think at the same time the logic would run that States that have been high growth for the last 12 years should receive some funding to compensate them for the last 12 years?

Mr. Ginsburg. As long as you had, for a decade, a formula which is not going to change, you get into problems. We got into the same problems in 1980.

The real issue is to try and prevent it from happening, and the best way is to update the census during the mid-decade; and we have the technology to do that at least at the State level.

Mr. Becerra. That is not what I wanted to hear. How do you set assessment standards that will equitably accommodate all students? How do you accommodate, in the real world, the needs of LEP students?

Mr. Hornbeck. Let me respond to that. My view, as it relates to LEP students in particular, but all kids, the issue is, in my view, the improvement in the capacity of the school to succeed with kids across the board. That is to say the accountability system ought to be built on the basis of how School A does to School A's previous performance, not School A's performance to School B's performance so that you create, in that sense, a level playing field.

A second big piece of it, in the context of the commission recommendation, is to eliminate the parts of the law that inhibit significantly—and some argue even exclude—LEP kids, and if you combine those two futures, e.g., have kids in, and then, B, create a level playing field. So the issue is a movement of improvement over time. I think it would respond positively to the issue you raise.

Mr. Becerra. Everybody on the panel addressed that point very well.

Ms. McClure. The Independent Review Panel addressed this issue as well.

Especially in your part of the country, it is a multilingual issue.

Mr. Becerra. My district.

Ms. McClure. Right. There is going to have to be a lot of work done in this area. With the numbers of languages that are taught in L.A. Unified, some of these recommendations are not going to work well because the recommendation of the panel basically is that LEP students should be assessed in the language of construction, whether it is English or their native language. But the students must have had sufficient instruction in the language in which they are tested.

Does that mean that we have to have State assessments in Armenian as well as every other language that is taught in the LA School district? I am not sure that that would be practical.

But on the other hand, there are a lot of LEP students who are even getting services from Chapter 1 now who aren't in the assessment and accountability system at all. They are excluded.

One member of our panel estimated that probably a third of the students in the L.A. Chapter 1 program aren't even included in this assessment system. You have to include the LEP kids; otherwise the schools will not take them seriously.

Mr. Becerra. I agree. My biggest concern is that it is almost impossible for a district like L.A. Unified to be able to accommodate its students and achieve the goals set forth. I will be interested in hearing specifics of any proposal to try to help, once we determine the formula and standards, how we integrate into a district like L.A. Unified that has so many different variables involved.

Dr. **Rotberg**. Your point about how we would implement the standards for LEP students, I think, brings up a broader point. The goal of high expectations for students is an important one. However, we have to be very careful that as we try to reduce regulations and paperwork we don't replace it with a set of regulations and requirements and standards that are every bit as cumbersome and inflexible as the ones that we are trying to replace.

Mr. **Becerra**. That is right.

Mr. **Ginsburg**. There is another assessment issue, eligibility for kids. And the law now is kind of a lawyer's nightmare. It requires that limited English proficient students participate only on the basis of educational deprivation, not on the basis of language deprivation.

How can you conduct assessments that lead to that kind of distinction? In practice, a district will receive limited English proficient children only with their Title VII bilingual educational money first; and later, if there is Chapter 1 in those grades, they will use Chapter 1.

We recommend those distinctions be eliminated.

Mr. **Becerra**. One more question. Let me package four questions into one. The resources—Mr. Hornbeck, you mentioned that about 20 percent of Chapter 1 dollars, perhaps, should be spent on professional training, teachers and personnel. Would that include, within the 20 percent, moneys to make sure there are professionals who can deal with the LEP student as well?

Mr. **Hornbeck**. Yes. The professional development activities that would be involved would be across the board in terms of the skills and capacities that instructional people would need in order to respond to whoever the kids are that they are having to deal with.

In fact, that is a good example of why we need to increase, very significantly, professional development money.

Mr. **Becerra**. But then the question becomes how you actually determine that the money earmarked for professional development is spent in an area where needed.

In a place like L.A. where you need to develop professionals to communicate with kids that speak another language, how do you assure the professionals are getting the training they need?

Mr. **Hornbeck**. That has to do with the basic flavor of the act and whether one continues to move down a route where you require lots of paper in what is often a failed attempt to reach that conclusion or whether in the final analysis you look to see whether LEP kids are able to do science and math and read and think or whatever the set of outcomes are.

The issue is whether we are going to shift from a process-driven or input-based focus to one that focuses on outcomes, including youngsters that—whose first language is not English or whose economic circumstances is one of poverty.

Mr. **Becerra**. Thank you, Mr. Chairman.

Ms. **Lowry**. May I add, I didn't hear mentioned here the schoolwide and the program improvement because those should be part and parcel of the full working with these students, the whole staff development.

A school or a district should be required to set up this plan that they want to follow including the curriculum design staff development, assessment, all of those areas, and then follow that to meet the needs of the students. Whether they are Chapter 1, LEP, special education, whatever they are, it should meet all of those needs.

Mr. **Miller** of California. Mr. Reed.

Mr. **Reed**. I recall testimony I heard in the 102d Congress regarding studies on the use of aides in the Chapter 1 program and the relative effectiveness of those aides. Does anyone have a sense of how much money is devoted to aides, and what is the most recent data on their ability to improve performance in schools?

Mr. **Ginsburg**. Roughly I would say for all staffing, there is almost an equal number of aides being paid for out of Chapter 1 moneys as there are for regular teachers, about 80 percent for the aides relative to Chapter 1 teachers. What we found that was disturbing is that the majority of high degrees, the aides, are doing direct instruction. Frequently we will not only pull kids out or separate the Chapter 1 students, but we are going to separate them and provide them instruction by staff, by aides that only have a high school degree. That can't be superior instruction.

There are terrific roles for aides, though. Places are using aides to reach out to parents. They know the community. They can do recordkeeping. They may do some kind of drill and practice and they may do that fairly well, but they should not be in the position of offering primary direct instruction. That is one consequence of the pull-out programs that we are having now.

Mr. **Reed**. Roughly 50 percent of the money might be directed to——

Mr. **Ginsburg**. It would be less money because they would not be paid as much. There is almost an equal number. Maybe a third of the funds if you were to prorate it would go to aides, maybe a little less.

Ms. **Lowry**. I haven't seen this written but I saw something yesterday that this study had been done and was released. In talking to a few State coordinators about this, they said in their States as well as in mine these aides are generally working in the classroom under the supervision of classroom teachers or Chapter 1 teachers. The goal is to integrate Chapter 1 into the classroom, so they are working under the supervision of those people in our circumstances.

I do know that a good share of these people, and I don't know if you call them teacher aides, paraprofessionals or teacher assistants, a good share of them in our State and others to whom I spoke do have college degrees. I am not talking a lot of them, but I know that many in my State have college degrees. They choose to work as teacher assistants because they don't want the responsibility of a classroom. So they work as teacher assistants or aides or paraprofessionals.

These people are achieving the goal, we feel, of working Chapter 1 into the classroom and helping the students achieve in the regular classroom.

Ms. **McClure**. The assessment data Mr. Ginsburg referred to shows that the aides with college degrees are the ones serving in the low poverty Chapter 1 schools and aides with high school diplomas only are in the high poverty schools. So there is a big, big difference in the kinds of aides and educational level.

Mr. Reed. Let me clarify. The statistics suggest that those people with advanced education who act as aides are in low poverty schools, and it is in poor low income schools where you tend to find the less educated aides?

Ms. McClure. Correct.

Mr. Reed. Is there any inference that you draw from that?

Ms. McClure. I didn't want the inference drawn that there are aides out there who have college degrees who are working in the Chapter 1 program. I want to draw the inference of the disparity kinds of aides, given the wide range of poverty levels that this program covers. This program has used aides as one way to encourage parent involvement, so I think that is something this committee will have to find out. We are not in favor of tossing them out on the street, but something has to be done to upgrade the quality of their education, and they ought to be involved in the professional development as well as teachers.

Dr. Rotberg. The question you raise about aides is a very important one and the finding that aides provide instruction in some Chapter 1 programs is really part of a broader concern, and that is that children in low income communities, even apart from Chapter 1, have less resources devoted to their education and the primary way in which those resources translate into services is that they have teachers with less expertise, less years of experience devoted to their education.

This is part of a larger problem. Although the early research relating resources to outcomes didn't show a correlation, the more recent research looks at how the resources are spent, and the main finding is that the skills of the teacher are the most important factor along with, believe it or not, class size, in determining student effects.

Mr. Reed. Just to follow up before I yield back my time, your point is that if you look not only at the aides but also at the teachers, that those at low income schools have lower educational accomplishment levels?

Dr. Rotberg. My point is, in Chapter 1 it is hard to divide it out because some aides have a high level of training, others have a low level of training. So it is very difficult when talking about aides to know exactly what that proportion is. But in general in low income schools the students have teachers with less training, less—a lower number of years of experience. They are in larger classes.

The Chapter 1 findings that we are talking about are really part of that larger complex. As I said, teacher experience as everyone else noted here is a very important determinant of children's achievement.

Mr. Ginsburg. Let me add that while Chapter 1 may not be doing what it should be doing in overall performance, when you look at the Chapter 1 regular teachers, they have more professional development, higher levels of education than the regular teachers in the school, and frequently they are looked to as the leaders.

So while at the same time we say there are problems with Chapter 1, Chapter 1 is doing some good, too.

Mr. Reed. Thank you.

Chairman Kildee. [presiding] I would like to apologize for not being here at the beginning of your testimony. I am a Member of

Budget Committee also and I was there trying to fathom the budget presented and make some exceptions to it. As you know, the budget submitted by President Clinton calls for a freeze for Chapter 1 for 1994. We have to run through the budget. They came to function 500, so I wanted to be there to raise objections. I apologize. Mr. Green.

Mr. **Green**. Thank you, Mr. Chairman. Just a brief comment so I don't take up question time. Congressman Becerra was correct. Coming from an urban area in Texas, we have received $120 million more of Chapter 1 money for our students because of the high growth. I am familiar with the hold harmless clause because you did it every year so we wouldn't have huge tax increases on several districts, but over a 10-year period that was hold harmless itself to an extent instead of extending it.

When you talk about systemic change, and one of the frustrations I know a lot of people in teaching and particularly Chapter 1 teachers is where students are taken out of the class only for 10 minutes a day instead of 30 minutes. One of the suggestions I have heard is to try to funnel that together within the class so that pupil/teacher ratio is smaller, particularly in high Chapter 1 schools or districts.

Instead of having that disruption where the student goes out, it could be incorporated in the program. In a lot of States we went through the basic skills effort and now we are trying to recognize that. That may be something that we could do to reorient Chapter 1 funding to those districts with a smaller pupil/teacher ratio. In Texas we are required 22 to 1 in K through 4. Fifteen would be better and maybe—we can talk about in those schools—maybe 15 to 1 in a Chapter 1 elementary school would be better and we could see improvement because of the pupil/teacher ratio. That is important to the outcome and emphasis on the students.

The last question before we come back around, Congressman Miller talked about using Federal funding, particularly Chapter 1, for kind of a carrot for schools or States that are not equalized. Texas has been struggling with that. Hopefully on May 1 we will have something that will do that. But dealing with a lot of schools around Texas, that is not enough carrot to bring them on board.

If we use that as a carrot on a statewide level, most Chapter 1 students in urban areas who are in the poorer school districts would be hurt. But if they didn't receive that funding for Chapter 1, then they would be hurt by it themselves. That concerns me because coming from an urban area that has lots of Chapter 1, in fact in all my elementary schools, Chapter 1 is in every school—I would be concerned if we lost that because of an effort in Austin or wherever that they couldn't get an equalized formula.

Mr. **Hornbeck**. I think you raise quite properly the very difficult features of that proposal of trying to use it as a carrot. I want to raise up and be clear about where the recommendation comes from. The point of Chapter 1 is to supplement for poor kids what regular kids get in an effort for poor kids to be able to achieve at the same level.

If I take my own State, the one I live in now—I was raised in Texas, but I am from Maryland now—we have had a situation in Maryland for many years where in Baltimore City they spend about $2,500 less per kid than Montgomery County. Then the $800 per kid comes into Maryland from Chapter 1 and basically what it does is to fill up a little bit of the gap the State of Maryland has not had the whatever to deal with itself.

And the issue is what kind of pressure can you bring to bear that will not simply as a technical matter get Maryland to do what Maryland ought to do, but instead to create the circumstances in which Chapter 1, your program can in fact meet the goals that it sets out itself. Whether or not Chapter 1 funds by themselves can be that carrot, I think the questions that Mr. Miller and you have raised and others are quite legitimate.

Maybe we have to add other moneys to it, but I think that the issue of simply funneling money out and filling up a bit of a bucket that States are not coming to terms with themselves is the point of the recommendation.

Mr. **Green**. I understand and I don't want Chapter 1 to fill in for what a State should be doing but I realize if Baltimore isn't going to get the $800, that will not be a push to get the assembly in Maryland to do that anymore than it would be to get the legislature in Texas, because the folks voting for it in Texas weren't from districts with poor students anyway.

Mr. **Ginsburg**. Reports State-by-State on the amount of inequality that exists in relation to the types of children who are in different districts—you cannot get that information now at the Federal level.

Mr. **Green**. One of the other concerns I have in talking about Chapter 1 funding and formula changes, to talk about not only comparison of the equalization but also the cost of education for example, is that if you have an urban or rural district, it is easier maybe to have an aide with a teaching degree or a certificate in some school districts than it is in other districts.

Take a typical urban district like mine. Very few of our aides have college degrees, but in suburban districts, the aides all have a degree. So I think the cost of education might be compared too in those statistics that we could see what is being spent. I think that would be interesting on a nationwide level. We have had that frustration.

Mr. **Ginsburg**. In addition to the total amount of resources, one disturbing finding we experienced is that we have schools that have computers and can't get pencils for teachers. Particularly in many of the urban communities, 40 cents out of every dollar will go to instruction and 60 cents will go to other things. There has to be concern about using the resources wisely. We have to talk about systemic reform in terms of efficiency as well.

Mr. **Green**. My wife teaches algebra in high school. I am familiar with it because every time I go home on Thursday nights, I hear about it. Thank you Mr. Chairman.

Chairman **Kildee**. Mrs. Unsoeld.

Mrs. **Unsoeld**. Thank you. Mr. Hornbeck, how do you suggest that we move the Chapter 1 program with its current focus on basic skills to high order thinking skills, and what risks do we run of leaving behind those still requiring the basic skills they need if we do this?

Mr. **HORNBECK**. I think that we need to develop on a State-by-State basis the kinds of high level expectations that we have been talking about both of the subject matter variety, science, math and et cetera, and of the crosscutting skills like thinking and problem solving and integration of knowledge.

To make it very specific to Washington State, for example, you have a Commissioner of Student Learning there that is about the business of identifying outcomes for kids. Other States have similar kinds of initiatives. Those kinds of initiatives are going to identify standards for the State as a whole that would rise to the level of expectation that our Commission is talking about, and those would in my view meet the kinds of standards nationally that we would be in favor of.

You have been considering in the content and performance standard context last year and again this year the issue of content and performance standards, and I might also say delivery standards, and I think that the kinds of standards that are envisioned there, the kinds of standards that were envisioned by the National Council on Education standards and testing, are the kinds of standards against which the various State standards should be measured.

Now it is my own view and that of the Commission that simply setting outcome standards by themselves don't address the point. That only goes part way. And that is the reason that I did sort of underline that reference to delivery standards; because not only do we have to tell kids how high the bar is that you got to jump over, but you got to help kids get there.

I think that if in fact we do that, that we will then be in a posture of dealing with the youngsters who otherwise might be left behind and do need the basic skills. But if we do both those things, I think there is every reasonable reason to believe that we will see kids rising to that level of expectation that we have helped them to achieve.

Mrs. **UNSOELD**. There are advocates for a greater concentration or a narrowing of the targeting of funds to try to steer them to the neediest children. Can you suggest any strategies for how we would narrow our focus so that we really are hitting this target?

Mr. **HORNBECK**. I think that there are technical formula strategies that can be suggested. I am much less confident of my ability to offer political advice on that question. My own view is that there ought to be, as others have suggested, and that is the recommendation of the Commission a kind of weighted formula in which you might, for example for youngsters who reside in school districts that have X concentration of poor kids, each kid counts a kid and a half or two kids and then you back it off all the way down and it seems to me that if you did that, then you would in fact not cut anybody out entirely, but concentrate in places that have greater concentrations.

Unfortunately, how you do that as I say in a political sense is a lot more difficult. Related to that and it has been hinted at several times in the comments and questions is that to the degree that it is possible, I would implore you as you consider these issues to go as far as you can in thinking through the substantive educational and structural issues first and then coming back around and dealing with the formula questions.

My greatest fear in the world because my sense is, Mr. Miller observed how similar all of our recommendations are—we have moved down the stretch in coming to some measure of commonality or consensus in the very major changes that need to take place. My greatest fear is that all of that will be left on the cutting room floor when people fight instead about dividing the money up and the eleventh hour will come and we won't have the structure in place that permits us to move forward.

Mrs. **Unsoeld**. How much Chapter 1 funding is used for early childhood programs, and in your opinion, how does that compare with the Head Start program, and should more funds be used in that area?

Mr. **Hornbeck**. Relatively little. Phyllis may know with particularity. About three-quarters I guess are in elementary schools but still relatively little—begins 12 percent pre-K and 5 percent kindergarten. So Chapter 1 is a program for K through 7 or 8. We have preliminary evidence showing that kids in Chapter 1 programs in pre-K will do at least as well as they would in Head Start. So they do perform well when we deliver the services. That is not where the money is going now.

Mrs. **Unsoeld**. Anyone else want to comment on that?

Mr. **Miller** of California. Who is an example of a pre-K non-Head Start program?

Mr. **Ginsburg**. It would be a very similar program, it is just that it would be funded through the public schools through Chapter 1 because there is not enough money in the Head Start program to fund everybody——

Mr. **Miller** of California. You are talking about basically the same kind of program?

Mr. **Ginsburg**. In many respects they look the same, yes.

Mr. **Hornbeck**. Where it is different, you would find in Head Start some important additional features like immunization, like wraparound child care before and after school. The actual educational program of say 3 or 4 hours duration is frequently similar.

Mrs. **Unsoeld**. Might your instructors be better educated or better reimbursed?

Mr. **Hornbeck**. In the school program. One of the real problems in Head Start is the lousy salaries that teachers are paid and that does in many places put a very serious burden in precisely the way that you suggest.

Mr. **Ginsburg**. Roughly about double would be the salary of someone in public schools.

Ms. **Lowry**. I would like to add something about Even Start that has not been mentioned. That is geared more toward family literacy, working with the parents of these young children so that they can break the cycle of illiteracy and poverty and hopefully get them educated and they will be motivated to go on and do more in that area.

It is a beginning of the whole family being involved in education.

Mrs. **Unsoeld**. Thank you.

Chairman **Kildee**. I appreciate your question and Mr. Hornbeck's response because that is the reason we are having these hearings, first to look at program changes before we get into the formula fight. Your advice is good advice. Mr. Sawyer.

Mr. **Sawyer**. Thank you, Mr. Chairman. You weren't here but earlier I made a brief somewhat pungent and I hope uncharacteristic commentary. I welcome this opportunity to rephrase myself. Let me just begin by offering a couple of observations and then ask for comment.

First of all, I believe absolutely that the substance that Mr. Becerra and Mr. Green and Mr. Miller raised earlier about the consequences of enormous and rapid demographic movability in this country has profound consequence for whether or not we can succeed in the Chapter 1 reforms that have been talked about here today. Absolutely everything that you have said as a panel from the need for formulas to be sensitive to that move, to the critical character of those formulas reflecting concentrations of need and poverty is important.

I sit here frustrated by knowing how important what you say is and knowing how difficult it is to get where we are going. We don't even have a decent definition of homelessness in this country. We talk blithely about trying to measure it and don't include in that questions about whether or not people are doubled up in public housing or living in the back of cars or on the street. That is frustrating enough but that is a small portion of our population.

When we talk about migratory children, it is important to understand—impoverished kids are migratory and poor kids, I suppose they move a lot. And rich kids are highly mobile. But the fact is that the population of the United States is moving at a rate that we haven't seen probably in a century and it is having consequences of the kind we are describing here—if we dumb down tests, we wind up with self-fulfilling prophecies. If we don't get the numbers right, then we are going to bring about even worse distortions in the way in which we distribute funds to achieve those necessary policy ends and I am very worried about that.

I am not incidentally particularly worried—I come from a low growth State. I am not worried about that. If we look at the mathematical questions of concentrations of need, then those urban districts that have been abandoned by substantial portions of their populations will qualify as even higher levels. I appreciate your interest——

Mr. **Becerra**. That is the answer I was looking for.

Mr. **Sawyer**. If we get the numbers right, then we will get the policy right. But if we get the numbers wrong and have to skew the policy in order to account for that, we are never going to get it right. The importance of measuring movements of poverty over smaller increments of time is critically important.

The only thing I regret is that there are those who would say can we reflect the changes in populations in States, and they say yes we can estimate that every 2 years. They can't. When it comes to ability to target populations and dollars with precision to the district level, then we will get into the technicalities that plagued us during 1980 as we tried to make the broad population count of this country more accurate than it was.

I think that the work that we do on this subcommittee and the work that we do across the board to improve the quality and timeliness of our statistical systems is going to in no small way measure the success that we are able to achieve. That is what I meant when I said what I said. I apologize. Thank you, Mr. Chairman.

Chairman **Kildee**. Mr. Payne.

Mr. **Payne**. Thank you very much. I am sorry that I missed most of your testimony but I have been browsing through and I see that in the statements there is an emphasis on national standards and assessments and measuring these outcomes. This committee last year passed a bill which included an emphasis on national testing standards, and I am interested really to hear your recommendations in terms of the system and the system's responsibility, in ensuring that the schools get the necessary resources in order to achieve the goals; in other words, I suppose all of you are certainly familiar with Salvaging Equities by Jonathan Kozar. In my State you have school districts that extend maybe 50 percent more in Camden than they would in Princeton, when national standardized tests prove that—I could almost save the money and maybe use it for something else, because I don't think anyone would be surprised to find out that Princeton, where twice as much is spent, would probably do maybe twice as good or maybe more or less; the whole question of national testing baffles me. We could almost predetermine and of course we talk about equalization and I know they are doing that in Texas.

Tennessee was the only place able to get it done without having a revolution. We tried it in New Jersey and I think after the governor introduced an equalization bill just to tap funds to the richer districts and roll it over to the poorest districts, his rating went down to 9 percent. So I don't suppose it encourages other governors to try that.

So what do you see with national testing and how can you give an urban community or school district a fair shot on that unlevel playing field?

Mr. **Hornbeck**. If I may respond first, Mr. Payne, the Commission on Chapter 1 couldn't agree more that testing by itself ought not to be undertaken, sort of period. And the significance of what we tried to recommend was that there has to be several features of a totally re-done effort only one piece of which are high standards.

The high standards are important because you can bet that the non-disadvantaged kids are going to be held to those high standards and so they, in fact, since 1990 the evidence shows that the gap is beginning to widen again. So this isn't a question of shall we have high standards or shall we not have high standards. This is a question of shall disadvantaged children also have the opportunities of high standards or shall they be left behind in the dust while others move ahead.

It would be difficult for me to emphasize too much the Commission's point of view that it takes the high standards and it takes the new assessment and it takes the new delivery standards and it takes the staff development and on down the line. There are several different features. And so we would simply come back to encourage you both in the context of this legislation and in other legislation that you are going to have to wrestle with to pay attention both to the standards of assessment and to the wherewithal that school districts and kids have to meet those.

I think with congressional leadership we can achieve those in the United States.

Ms. **McClure**. Mr. Payne, we already have a national testing system in this country and it is called Chapter 1. I think everybody is calling for eliminating that system. We already have a national testing system in this country and it is called Chapter 1 and everybody on this panel I hear is calling for the elimination of that.

Dr. **Rotberg**. I would just like to go back to your major point which I think is the key one. Any test that we do will show us what we already know and that is the effects of inadequate resources and of poverty on the learning experience. That is the major point.

I think the second point which I made earlier is the new assessment measures that we talk about although available in some cases for use in a school or perhaps a district are not anywhere near the stage they need to be in for national accountability use. People have different predictions on when and if they will but I think everyone would agree they don't exist now.

But even if they did exist, the basic point that you made still stands, that unless we do something about poverty and inadequate resources in our schools, we are going to learn from any test, good or bad, what we already know.

Ms. **Lowry**. In our document we recommended that the Compensatory Education Office and parts of the Department of Education should develop and implement a national matrix sampling program to assess the national aggregate effectiveness of Chapter 1 which would not necessarily have to be done annually but over a time span. States and locals should do this based upon their reform packages and it should be part of the overall plan they have to work with and improve their respective States and districts in schools.

Mr. **Ginsburg**. On the resource end, the most effective strategy might be to target Chapter 1 moneys on those places that need it the most. If we had good concentration, many of the communities, such as the one you serve, would benefit greatly. There may be limits in what Chapter 1 can do in moving the money around but at least you have control over the $6 billion of Federal money.

Mr. **Payne**. We realize that standards are necessary. If people are going to move ahead, it will be based on their ability to comprehend technology and higher education. There is no problem with the fact that people have to achieve. It is just that when we hear talk about national standards, the opposition to it is that it is a self-fulfilling prophecy and that we ought to start to look at how we can lift those standards since we know that is the key for success in the future.

So many times national educators feel that persons representing poor school districts are opposed to standards. There is no opposition to standards, it is just that people simply would like to have an opportunity to be on a level playing field and to be able to have the wherewithal to have the kids out of the poor districts have the resources and even additional resources just to reverse, the ones that need the resources the least, at least in my State, get the most because school districts are based on local tax properties.

So those who need the least, get the most. Those who need the most, get the least and everyone is surprised at the low scores.

Mr. **Miller** of California. I think that this is on our minds because we have scheduled today a discussion about standards with the Secretary. The question is about linkage because there is a rush to go ahead with standards and assessments, but as far as I know, we still haven't crossed the bridge on delivery standards and decided they are part of it.

Those of us who represent communities that are stressed out in terms of educational infrastructure, if you will, are concerned that you can put together—and there seems to be growing confidence that you can put together—an assessment program to measure the things that we want to measure and to provide for increased improvement. But if we can't get concentrations and we can't get the changes that you are talking about, those standards are going to have very little impact on this group of students. It is a mismatch. "Standards." Everybody wants them this month and this program may not be in place until a year or 18 months from now. It is like the incentive package and the cuts in the economic program. There is concern that we will not be able to deliver on both. Nobody disagrees with the purpose but I think you have to ask yourself when you represent districts and schools that simply don't have the basic resources in any way, shape or form, are we really misleading our constituents when we put $200 million nationally into voluntary assessment standards? Are we changing the course of this ship at all? The preliminary answer is we are not.

Once again, I am concerned about what happens here.

Mr. **Hornbeck**. You are right and it seems to me that that is what makes the issue of delivery standards so central to this discussion. I hope that you maintain your—they are tough to get at and you don't want them to be overly prescriptive and you don't want them to be a big financial burden and you don't want to get involved in lots of monitoring, but there is no doubt in my mind that one could craft a set of standards of either an input character or I would even urge you to consider one of an outcome character that would be necessary preconditions to the use of any tests that were to get developed under the aegis of the Federal Government for purposes of high stakes with kids. You can prevent that.

Mr. **Miller** of California. In my district and Mr. Becerra's and Mr. Payne's district, if the standards suggested are that every student have books and resources, we couldn't meet those standards today.

Mr. **Hornbeck**. But minimally California ought not to be able to use the assessment instruments that would get developed under a Federal or national standards and assessments program for high stakes purposes with kids until whatever, books, teachers who can pass the test themselves, et cetera, were in place.

Mr. **Miller** of California. There aren't many governors interested in that part of this program.

Mr. **Payne**. A final point. As a former teacher, and my daughter who teaches right now in the school district, you talk about the lack of things like pencils and paper—there are schools over 100 years old where you can't stop the leaks in some places and strange illnesses come about because of lack of ventilation or reventilating of stale air, which creates illnesses not only in students but teachers.

When you talk about the national standards, my daughter must spend at least $1,000 a year just on some things so the kids can have activities to do. Forget what her daddy has to do. That is another story—when they need a bus to go on a trip. Things have gone too far with the disparity in the wealthy districts and the poor districts. We cannot have a system half poor and half rich. That is what Lincoln said a long time ago, you can't have a country half slave and half free.

That is basically what you are back to if these schools continue to have an educational genocide on kids who live in communities where you don't have the resources nor is the will of the legislature as has been indicated—governors don't run on equalizing school districts. As a matter of fact, they want to know one thing not to run on, although everyone talks about equal and quality education, that is probably the last thing a person would talk about running for governor or a legislature for four-fifths of the districts in States.

I hope we can get to some of those basic issues as we talk to the new Secretary about the national standards, et cetera.

Chairman KILDEE. Last year I served on the National Council on Education Standards and Testing and I was pushing for delivery standards. I was doing quite well. I appeared to be very reasonable until the White House representative, the light went on and he realized that would cost money to bring the schools up to standard. He raced to the White House and raced back and really killed our proposal for having delivery standards.

I think that is an extremely important thing, we give standards for kids and want to measure kids but we don't develop standards for schools. I can go to schools of this country and predict what the assessment is going to be by delivery standards. My kids went to Langley High School in McLean and they have great delivery standards and 10 miles away they have poor delivery standards. That is going to reveal much about the kids when we assess them.

The White House recognized it might cost money to bring school delivery standards up and they opposed it. I would like to yield to Jane Baird, who has questions on behalf of the Republican members of the committee.

Ms. BAIRD. In the final report you state that 69 percent of the families participating in the first year of Even Start did not continue in the second year. Do you have an explanation for that for the record?

Mr. GINSBURG. Yes. That number second year participants who did not go on will be 35 percent. Even Start was a new program. There were also eligibility problems in terms of some of the children who were initially participating. They were ineligible. Some got GEDs.

One reason that we have higher rates of non-participation in the second year, it is 27 percent of the participants got GEDs. We propose that we look at technical assistance to the communities that are implementing the Even Start program in terms of getting adults to stay in the program. There are strategies you can use.

For example, it looks like if you deliver services in housing projects if people live there, you have greater access to it. We are trying to offer more technical assistance. At the same time I would also note that the gains that the kids are making are quite high in the program and to the extent that the adults stay in the program, they are making significant gains in literacy as well.

Ms. Baird. Do you have any figures on those gains?

Mr. Ginsburg. We will be reporting that in a few weeks in a separate report and we will be happy to provide it to you.

Mr. Becerra. We discussed that we should consider delinking funding to the student and talk more about systemic reform and not peg it to the number of students or that particular student in the classroom. If we do that, what are the safeguards we will have to make sure those districts and States which have not given a priority to achieving success through Chapter 1 will in fact now do so. Especially given that we are cutting off the only link we had to show if these students are getting any services provided by the school, the district or the State?

Mr. Hornbeck. In the Commission report we make two recommendations that relate directly to that question. One is that we propose an accountability system that both identifies increasing proportions of kids including low-income children from non-proficient levels to proficient levels, and a movement in performance even at the lowest levels up, so that the focus on outcomes would actually capture whether or not the kids can or cannot do what you decided that they should be able to do.

Secondly, we suggest linking the enforcement system to whether or not those outcomes are achieved. And we lead in our recommendations the actual design of such a system to a State-by-State basis, but to illustrate one way that one State has determined to do such a system, in the State of Kentucky, based on those kinds of accountability performance standards, they have built an enforcement system, if you will, in which staffs of teachers in schools that improve a significant amount in the proportions of kids in those schools being successful can get as much as 40 percent of annual salary as a financial bonus and those in schools that fail, have their tenure suspended and are subject to dismissal without appeal.

That is a different way of enforcing and it is an outcome based way of enforcement, rather than on process and paper.

Mr. Becerra. Does the money for the incentives for the bonuses to the teachers come from Chapter 1 funds?

Mr. Hornbeck. They would not as a general matter. This is a statewide program that I am describing at this time. But with particular State legislative focus, not on all kids, but as a disaggregated group on kids who are low income kids so it could be used prototypically in a Chapter 1 context.

Mr. Becerra. What was the reaction of the teacher organizations to the carrot and stick approach?

Mr. Hornbeck. The executive board of Kentucky Education Association unanimously endorsed not just that piece, as I said to Mr. Payne a while ago, if one is going to be about the business of systems changes, it is not—there is no silver bullet answer to it. It is a complex of factors.

But that comprehensive integrated effort which included what I described to you was unanimously endorsed by the executive board.

Mr. **Becerra**. As a package?

Mr. **Hornbeck**. Yes.

Ms. **McClure**. Your premise about we can now trace certain services to certain kids and will that be lost under a schoolwide approach, I think the Independent Review Panel's answer to that is you may be able to trace the services but we don't find the services worth the investment that is being made.

And that what you really need to do is do something about the total hours that the child is in the school. It simply won't help children at all to continue to work in the margins of this program, and there have been references made to how little Federal money there is in the total scheme of things.

That is true, but on the other hand, Chapter 1 is in most schools, particularly high poverty schools is one of the few pots of discretionary money that they have, that can make a big difference. Most money is tied up in the basic operations, the heat, the equipment and the personnel. With Chapter 1 money you could do some significant things. Much of what we are talking about in changing Chapter 1 is going to require changing how you are spending dollars, not just adding more.

I wouldn't be in favor of adding more money if we are just spending it the way we are now.

Mr. **Becerra**. Your answer is it is not working now, let's try something that maybe will work better? I tend to agree. I know there are schools in districts that because the pot of money isn't significant, do not give Chapter 1 the attention they might otherwise give it and some of these kids get lost in the shuffle. I hope we find a way to have accountability there.

If schools are to be held accountable for results to make sure that kids are achieving, how will we fairly judge the poor school districts without unduly penalizing them when perhaps they don't reach a particular level of attainment that we might expect? Will we judge them internally, as Mr. Hornbeck you mentioned before, when students are doing better in their own school than they did previous years comparing them to students in other States. Could you be more specific about the particular standards that would be used?

Mr. **Hornbeck**. A couple of things—you would compare School A's performance to School A's previous performance. That could result if you didn't go a little further in the kind of situation we have today where a school can avoid the implications of program improvement by going up one of those NCE things that you have to improve and that is not very much and we will be dead and buried before kids make progress on that.

I would have to identify meaningful levels of improvement that would constitute satisfactory and then you would reward to the degree that a school went beyond satisfactory in that way. I think that if you do that, then you in effect create a level playing field. I think that the standards are rooted in the standards that you identify when you say be more specific. It has to do with what you think.

In the Commission report we have suggested that those standards be identified in at least English, math, science, history and geography and that the standards in those five areas at least be of a character that places kids in the posture of being able to enter the workforce productively.

Ms. LOWRY. I think that it is important to note that I think all States have what we call accreditation through their elementary and secondary units in their education departments. Through that every school or district has to meet certain levels. They are now going more toward outcomes for all students, Chapter 1 students as well as other students.

That should be part of the local and the State plan that is in place when they determine what gains they should make. Currently under current law, several States have set standards such as two NCEs or five, whatever you want as well as a certain number of desired outcomes or percent of desired outcomes that must be gained by the students.

Districts must set these but States have set standards on NCEs and desired outcomes so there are options that States and local districts may have to do that. I would encourage that be done more in the reauthorization.

Mr. GINSBURG. I strongly encourage you to come to grips with this. You can't just leave it to the department. Once you have set in motion and say that if you don't fall back, that is sufficient, we are at a loss in terms of where we begin to ratchet this up. You have a couple of strategies. First when you move to the debate about national standards, the issue will come up as to how States will align with national standards and where Chapter 1 fits in.

You might want to view this as a system that works together because the Congress is likely to deal with the matters at the same time. You could adopt approaches such as South Carolina where at least they look at other schools of similar poverty. We did it in terms of our assessments. We found that while on the average schools with 75 percent or more poor going to the 30th percentile can do it, there is no reason why other schools couldn't. You could at least take the top within their own State and set that as a target.

In the long run you are going to have to worry about how this meshes with the systemic reform bills you are going to have to deal with.

Mr. BECERRA. I would agree with what was said earlier by my colleagues. I believe we are fooling ourselves if we think that even this good reform will be enough to really upgrade the quality of education for our kids if we first don't resolve the problem that a lot of schools in my district have to spend a good chunk of money to paint over graffiti on the walls, provide law enforcement to patrol the grounds, and help kids who come to class without having eaten.

Until we get past those questions, even the reform to Chapter 1 will not do anything. Thank you, Mr. Chairman.

Chairman KILDEE. Thank you. Mr. Miller.

Mr. MILLER of California. Thank you, Mr. Chairman. Miss McClure, in your discussion you talk about incentives that we might use to bring resources into those schools and into the communities. You talked about the Board, the use of Board-certified teachers and whether or not we would pay a bonus on that. You had another suggestion in terms of additional funds for those schools. Have the rest of the other people looking at this issue raised that question? I didn't see it in the other reports. How you stop the flight of good teachers out of bad schools and reverse those trends and the flights of resources to those schools are important issues. We may not be able to call equalize money across districts but there may be some things we can do within a district.

Mr. **Hornbeck**. Two observations. The Commission supports the proposition of paying teachers who are board-certified more. I think we recommended $2,500 and I think that is—I think that the board will begin to certify teachers and if we don't do something like that, we are going to end up in a context where board-certified people will end up in rich schools and non-certified board people will end up in poorer schools.

Mr. **Miller** of California. We should have confidence in that Board certification?

Mr. **Hornbeck**. It is our judgment that it comes close to being the only entity that I know of that has systematically gone about the business of trying to identify what teachers need to know and be able to do at a high level of efficiency and be able to help kids. It is the place to begin.

Mr. **Miller** of California. It comes on line when?

Mr. **Hornbeck**. The first tests will be ready for use next year. So before the reauthorization of this, if it were to go into effect, you can also design the enforcement system or the incentive system in a manner that leads to that encouragement. Illustrating from the experience in Kentucky, where they created a system in which for example to move from 20 percent of the kids being successful to 30 or 35 percent of the kids being successful would result in significant awards—if you get up to the top of the heap at 95 percent, it is darn tough to eke out the next percentage of successful kids and one day when that was being discussed in the legislature, a legislator said that is going to mean that some teachers in the rich schools are going to be going to the poor schools in order to achieve that and that in fact is going on.

Mr. **Miller** of California. In your report on the table of NEP reading scores for white and Hispanic students, you are talking about the gap. What can we infer from this measurement between 1988 and 1990 where we see a reversal in the closing of the gap? It is comparing 20 years of measuring this and now we see this widening once again.

Mr. **Hornbeck**. I don't know and I don't know of any research that actually undergirds that. One of my suppositions is that we had established these relatively low level outcomes through not only the Chapter 1 program but through minimum economy efforts across the United States and Chapter 1 and minimum competency and other things contributed to kids at the lower ends moving up and to some extent to overstate it somewhat, I believe that there was a high level of achievement of those low level outcomes and having achieved them that movement, that momentum began to tail off at precisely the same time that all of this language and rhetoric about high level skills and being able to think and so on began to move in, all of that having more impact on the more wealthy school districts than on the poorer ones.

I think a combination of those factors are beginning to be revealed.

Mr. Miller of California. So you stand by the suggestion that we have pushed the current system as far as we can push it——

Mr. Hornbeck. We did well and milked it for all it was worth and it was worth a lot and now it is time to move ahead in a different way.

Mr. Miller of California. I think it was the Rand study that suggested that we might want to consider merging the concentration of basic grants. Was that yours?

Dr. Rotberg. Yes.

Mr. Miller of California. Where are the rest of you on that? When we did concentrations, we were trying to sail against the wind in the late 1980s.

Ms. McClure. The panel supports that. Concentration grants are not so concentrated. Sixty percent of the counties in the country fit under your definition of concentration and only 10 percent of the total appropriation is concentrated. I gather the Rand suggestion is to combine the concentration and basic grant together and attach the weights to that.

Mr. Ginsburg. Let me add one concern. People have to look at the numbers. I think it is a good way to go but you have to be sure in some of the major cities in which they may have a heterogeneous population and pockets of poverty that this formula will pick it up. One would have to do simulations to make sure we don't miss those. Another way to do it is to make concentration real.

Mr. Miller of California. Two last questions, on concentration you agree that we have spread this all too thin? That was the process that I have watched over 20 years. Secondly,—I forgot what I was going to say, so you are home free.

Ms. Lowry. Regarding concentration and basic grants, our association would like to have them separate. We recommend keeping them separate——

Mr. Miller of California. I read that this morning.

Ms. Lowry. However we know that the concentration grants should be more equitably assigned and that means work, we do know that. Because there are many poor districts in affluent counties that are not receiving concentration grant money so that does need to be carefully reviewed and something done on that. But we are in favor of keeping them separate.

Mr. Miller of California. Dr. Ginsburg, on page 4, you talked about high poverty schools—there is a sentence at the top or paragraph; am I right?

Mr. Ginsburg. Right.

Mr. Miller of California. Is that the same thing Dr. Hornbeck is saying about the impact of high poverty schools on students?

Mr. Ginsburg. Yes. The statement is that the average achievement of all students in high poverty schools is about the same as Chapter 1 participants in low poverty schools. In a low poverty school if you took the neediest students, the average student in a high poverty school would still be needier. In other words, we did not target very well and there is a great deal of need in high poverty schools that is going unmet.

Dr. **Rotberg**. I would like to reinforce why we have recommended combining the basic and the concentration grant. Theoretically if kept separate, you could make the concentration grant more powerful but in practice it hasn't happened and I think it is unlikely to happen. It is more likely that they would happen if combined along with a weighted formula.

Mr. **Miller** of California. Thank you.

Chairman **Kildee**. I feel like a conductor, here. I think I will use my baton this morning and not ask any questions. Great questions have been asked. I want to thank the witnesses this morning. We have been commenting up here on what an extraordinarily good panel you are. Each one of you brings individually so much to this panel and collectively you have helped us a great deal. You have certainly served this committee and the children of this country very, very well.

I think this hearing could very well be a turning point in how Chapter 1 should be changed because it is a very significant hearing. I think we will be able to point back to this as a point where this committee has been enlightened as to what should happen to Chapter 1 as we address the changing society in which we live and the changing needs.

Each of you have obviously given a great thought to Chapter 1 and have a great deal of concern for it too. This committee will want to keep in touch with you collectively and individually as we go through the authorization. I think you have presented to us both your knowledge and a challenge to the committee.

I want to thank you for your testimony. We will keep the record open for 2 additional weeks for any further submissions. Unless there are further comments from the people at the table, we will stand adjourned.

[Whereupon, at 12:30 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows:]

February 22, 1993

Testimony of Sherry L. Kolbe

Executive Director

National Association of Private Schools
for Exceptional Children

Before the

United States House of Representatives

Subcommittee on Elementary and Secondary Education

Mr. Chairman, members of the Committee, I appreciate having the opportunity to present testimony on behalf of the National Association of Private Schools for Exceptional Children (NAPSEC). NAPSEC is a non-profit association whose mission is to promote excellence in educational opportunities for children with disabilities. NAPSEC is the only national organization consisting exclusively of private schools serving children and young adults with mild to severe disabilities. NAPSEC represents over 200 schools throughout the nation that provide special education to both privately placed and publicly placed children. The NAPSEC membership serves approximately 20,000 children with special needs. Roughly one-half of our member schools are day schools and the others are residential facilities. For your information, I have included a complete listing of NAPSEC member schools with my statement.

My testimony today will focus on the Chapter 1 Handicapped program which is authorized under the Elementary and Secondary Education Act.

When the Chapter 1 Handicapped Program (P.L. 89-313), was enacted in 1965, its original intent was to supply states with the financial assistance necessary to provide educational opportunities to those children with disabilities who were confined to State operated or State supported institutions, most of whom were low incidence - children with severe disabilities.

Following the passage of the Iindividuals with Disabilities Education Act (IDEA), more children with disabilities were served in local public schools, creating the illusion that a duplication of services between IDEA and the Chapter 1 program existed. However, nothing could be more inaccurate.

Current data shows that most children with disabilities that are counted under the Chapter 1 Handicapped program are being educated in separate settings due to the severity of their disability. Children with severe disabilities require more frequent and intensive services over a long period of time, some in need of life long services.

These types of services are more costly to administer, and it is exactly these types of services that are made possible through the supplemental funding provided by the Chapter 1 Handicapped program. Recognizing the fact that our children with the most severe disabilities continue to require more intensive services apart from the local public school's special education program in day treatment or residential programs. It is critical that the supplemental funding provided through this program be preserved so that these services will continue to be provided to our most needy children.

Today these funds provide a wide array of services to severely disabled children ranging from early intervention to comprehensive career and transition programs. The following are a few examples of programs that serve children with disabilities with Chapter 1 Handicapped Program funding.

Illinois Center for Autism, Fairview Heights, IL.
Chapter 1 monies fund simultaneous language training for the children and their families. This is just one of the needed services provided autistic children at the Center. Children at the Center also receive behavior modification therapy, speech therapy, individualized habilitation programs, parent/family services, and care coordination. Training in behavior modification and sign language is provided to all staff and parents, as well as para- professionals and professionals in the mental health and education field that work at the Center. The Center has an enrollment of 65 children of all ages in its day program. The programs at the Center are developed to specifically educate autistic students by addressing their characteristics of extreme withdrawal, self stimulation, cognitive deficits, and language disorders.

Lighthouse School, Chelmsford, MA.
The Lighthouse school serves children with psychosocial/behavioral disabilities and developmental/multiple disabilities. These types of disabling conditions strongly affect a person's future chances of achieving functional adaptation because they are lacking the set of skills and abilities that collectively represent a person's capacity to successfully cope with the challenges of life. The Lighthouse School has 116 children enrolled, ages 3 through 22, in its day program. Chapter 1 supplemental funding provides support for its Community Resource Utilization Program. This program provides community-based integrated services to students for whom community services are essential resources. Without these additional resources, students would in many instances be enrolled in much more restrictive settings in order to address their complex needs.

Henry Viscardi School, Albertson, NY.
The Henry Viscardi School serves children with spina bifida, cerebral palsy, muscular dystrophy, dysautonomia, osteogenesis imperfecta, other orthopedic disabilities, neurological impairments, and special health problems. The school uses Chapter 1 funds to provide supplemental recreational, educational and therapeutic programs. Funding enables instruction for socialization skills for high school students, which proves critical to their ability to find employment. Programs in drug abuse prevention and AIDS education are also made possible through Chapter 1 funding. Most recently the school has developed a highly effective multimedia approach to education as a valuable alternative to traditional means of presenting material. The Henry Viscardi School educates infants through high school-aged children in its day program, which has an enrollment of 245 students.

Jefferson County Community Center for Developmental Disabilities, Lakewood, CO.
The Center serves children with autisim, mental retardation, multiple disabilities, deafness, blindness and visual impairments, developmental disabilities, severe mental retardation, trainable mental retardation, physical disabilities or who have cerebral palsy, spina bifida, communications disorders, and behavior disorders. The Center has several private schools in four counties in the State that serve children with these types of disabling conditions. The agency provides birth to death programs which include infant stimulation, special preschools, two special schools, adult vocational services, supported employment, residential services, and a nursing facility. Elimination of Chapter 1 funding would affect the Center's ability to provide an in-home evaluation program, several types of therapies, the in-school assessment program, and the additional training necessary to maintain these programs for its participants. The Center has day, residential, summer, and clinic programs, with an enrollment of 350 children and adults.

Pennsylvania School for the Deaf, Philadelphia, PA.
PSD is a center school for deaf children aged 2 through 15 in day placements. Its enrollment is 180 students. PSD offers a specialized program and the highly trained staff required to meet the unique needs of deaf children. In addition to an innovative academic program, PSD maintains a comprehensive child study team and related services staff. The loss of Chapter 1 funding would force PSD to cut back its speech communications program, eliminate three resource rooms, and special music programs.

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Obviously, there are many more programs like these that are serving children with severe disabilities. As you can see from these examples, this is a program that works. NAPSEC strongly urges the Committee to preserve the Chapter 1 Handicapped Program when it reauthorizes the ESEA and make the needed modifications to improve the program.

NAPSEC recommends making the following changes in the Chapter 1 Handicapped Program when the ESEA is reauthorized.

Change the funding formula: *In an attempt to make the program more equitable to all states identifying children with disabilities in need of more intensive services, the funding formula should be based on each state's share of the nation's total number of children with disabilities, as determined by the count of children in the current IDEA, part B, and the Chapter 1 Handicapped Program. This approach will provide funding based totally on need and not on over identification. Each state would have to target those children to be served with program funds. Having to target the most needy children will also help to avoid the problem of preschoolers who remain in the program after they are placed in the regular classroom when they reach school age and no longer are in need of more intensive services. This will also help to prevent a duplication of services between IDEA and the Chapter 1 Handicapped Program.*

Phase in funding reduction: *Due to the fact that this new funding formula will redistribute funding among states, some states that currently receive high allocations will be cut severely. To lessen the impact on current programs that states provide, the total amount of each state's funding cut will be evenly distributed over a three year period. This will allow states to plan ahead and know the exact amount of reduction in funding to expect each of the three years. This three year phase in will also help to ensure a much smoother transition of services for those children who are currently being served.*

Eliminate the transfer provision: *When IDEA became law in 1975, it legislated that children with disabilities must be placed in the least restrictive environment and be educated with nondisabled children to the maximum extent appropriate, causing the push needed to transfer the children targeted by the transfer provision out of state operated facilities and into local school districts. IDEA eliminated the need for the transfer provision.*

Serve the infant and toddler population: *It is estimated that some 30-40,000 infants and toddlers currently receive services under the Chapter 1 Handicapped Program. Continuing to serve this population is extremely critical due to the fact that there is not funding available under IDEA for services for this population.*

Program evaluation: *A program evaluation will provide Congress with a detailed analysis of the program's effectiveness and accountability to follow the legislative intent of the program by serving children with disabilities in need of supplemental services. This report will help further structure the program if necessary and correct any additional problems that may arise due to the reauthorized changes or lack of additional needed changes in the program.*

Although the Chapter 1 program is not a large dollar program, it IS providing very essential and critical services to thousands of students with very severe needs. The program provides the funding and the flexibility that enables schools to develop innovative specialized services - services that are making a difference for these children - services that enable these children to recognize their full potential and benefit from a free appropriate public education. There is no question that there are additional needs associated with children with severe disabilities, and the Chapter 1 program makes addressing these needs a little easier.

Again, I would like to thank the Committee for giving me the opportunity to present testimony on behalf of the National Association of Private Schools for Exceptional Children.

National Association of Private Schools for Exceptional Children Member Schools

Name	City	State	Director	Phone
Abraxas Foundation, Inc.	Pittsburgh,	PA	Daniel S. Holt	(412) 362-0105
Achievement Academy	Columbus,	GA	Beth Sawyer	(404) 563-5561
Ada S. McKinley Community Services, Inc.	Chicago,	IL	Pamela Kennedy	(312) 842-4616
Allendale	Lake Villa,	IL	Robert Holway	(708) 356-2351
Alternative School, Inc.	Cherry Hill,	NJ	Edward G. Daniels	(609) 795-6228
American School for the Deaf	West Hartford,	CT	Winfield McChord, Jr.	(203) 727-1300
Anderson School	Staatsburg,	NY	Frank Mulhern	(914) 889-4046
Anne Carlsen School	Jamestown,	ND	Michael Numrich	(701) 252-3850
ARC/Hersh High School	Tinton Falls,	NJ	Robert Liebowitz	(908) 460-3583
Archbishop Damiano School	Westville Grove,	NJ	Donna Eichmuller	(609) 848-4700
Archdiocese of New York	New York,	NY	James A. Simone	(212) 371-1000
Archway Programs	Atco,	NJ	Chester M. Whittaker	(609) 767-5757
Astor Learning Center	Rhinebeck,	NY	Sister Rose Logan	(914) 876-4081
Au Clair Programs	Bear,	DE	Kenneth Mazik	(302) 834-7018
Austine School for the Deaf	Brattleboro,	VT	Susan Stein	(802) 254-8295
Baker Hall/OLV Infant Home	Lackawanna,	NY	J. Brad Harmen	(716) 828-9500
Bancroft	Haddonfield,	NJ	George Niemann, Ph.D.	(609) 429-0010
Behavior Research Institute, Inc.	Providence,	RI	Matthew L. Israel, Ph.D.	(410) 944-1186
Bennington School, Inc.	Bennington,	VT	Jeffrey P. LaBonte	(802) 447-1557
Bergen Center for Child Development	Haworth,	NJ	Adrienne Lefebvre	(201) 385-4857
Bodine School	Germantown,	TN	Rene Friemoth Lee, Ph.D.	(901) 754-1800
Boston Higashi School	Lexington,	MA	Robert A. Fantasia	(617) 862-7222
Brandon Hall School	Atlanta,	GA	Harrison W. Kimbrell	(404) 394-8177
Brehm Preparatory School	Carbondale,	IL	Richard Collins, Ph.D.	(618) 457-0371
Brevard Learning Clinic, Inc.	Melbourne,	FL	Barbara C. Jeffers	(407) 676-3024
Briarwood School	Houston,	TX	Yvonne T. Streit	(713) 493-1070
Brightside for Families and Children	West Springfield,	MA	Richard Krzanowski	(413) 788-7366
Brush Ranch School, Inc.	Santa Fe,	NM	Newcomb Rice	(505) 757-6114
Camelot Care Center, Inc./TN	Kingston,	TN	Paula Brown	(615) 376-2296
Camelot Care Center/IL	Palatine,	IL	Tom Dempsey	(312) 359-5600
Capper Foundation	Topeka,	KS	Edward F. Gibbons	(913) 272-4060
Cardinal Cushing School & Training Center	Hanover,	MA	Lynn Goyuk	(617) 826-6371
Carrier Foundation Day School	Belle Mead,	NJ	Carmine A. Salerno, Ed.D.	(908) 281-1415
Catholic Children's Home	Alton,	IL	Marcia D. Callis	(618) 465-3826
Cedarhurst School	Hamden,	CT	Richard F. Borner	(203) 432-0760
Center School	Highland Park,	NJ	Jeanne Prial	(908) 249-3365
Centreville School	Centreville,	DE	Victoria C. Yatzus	(302) 571-0230/3
Chapel Haven	New Haven,	CT	Phyllis Moncsson	(203) 397-1714
Children's Annex	Kingston,	NY	Susan Buckler	(914) 336-2616
Children's Center for Behavioral Development	Centreville,	IL	Patricia Mayberry Vecchio	(618) 398-1152
Children's Guild	Baltimore,	MD	Stanley Mopsik	(410) 444-3800
Children's Home	Peoria,	IL	James G. Sherman	(309) 685-6731
Children's Institute	Livingston,	NJ	Bruce Ettinger	(201) 740-1663
Cliffwood School	Houston,	TX	Donna R. Weinberg	(713) 667-4649
Columbus Dev. Ctr.	Columbus,	GA	Frances M. Duncan	(404) 323-4374
Community Based Services, Inc	Purdys,	NY	Kevin J. McCarthy	(914) 277-4771
Community School of Bergen Cnty.	Teaneck,	NJ	Rita Rowan	(201) 837-8070
Cotting School	Lexington,	MA	Dr. Carl Mores	(617) 862-7323
CPC Mental Health Services	Morganville,	NJ	Jeanne H. Wurmser	(201) 360-6777
Craig House	Pittsburgh,	PA	Richard L. Karchner	(412) 361-2801
Crotched Mountain Rehab. Ctr.	Greenfield,	NH	David A. Jordan	(603) 547-3311

National Association of Private Schools for Exceptional Children Member Schools

Name	City	State	Director	Phone
Devereux School	Atlanta,	GA	Susan P. Smith	(404) 373-7288
Dearborn Academy	Arlington,	MA	Dr. Theodore Wilson III	(617) 641-2424
Developmental Disabilities Institute	Smithtown,	NY	Dr. Martin D. Hamburg	(516) 366-2900
Developmental Resource Center	Hollywood,	FL	Dr. Deborah Levy	(305) 947-2420
Developmental School Foundation	Rockville,	MD	Mary Jane Kennelly	(301) 251-4624
Devereux Cntr./NY	Red Hook,	NY	William F. Sullivan	(914) 758-1899
Devereux Foundation/GA	Kennesaw,	GA	Ralph Comerford	(404) 427-0147
Devereux Foundation/PA	Devon,	PA	Ronald P. Burd	1-800-345-1292
Devereux Glenholme	Washington,	CT	Gary L. Fitzherbert	(203) 868-7377
Devereux Santa Barbara	Santa Barbara,	CA	Dr. Thomas McCool	(805) 968-2525
Devereux/Florida	Melbourne,	FL	Brian J. Cunnane	(407) 242-9100
Dominion School	Falls Church,	VA	Debra Kae Pell	(703) 536-6103
Dore Academy	Charlotte,	NC	Mary D. Dore	(704) 365-5490
Dr. Franklin Perkins School	Lancaster,	MA	Dr. Charles Conroy	(617) 365-7376
Dr. Gertrude A. Barber Cntr.	Erie,	PA	Dr. Gertrude A. Barber	(814) 453-7661
Durand Academy, Inc.	Woodbury,	NJ	Patricia A. Maher	(609) 845-0686
Early Intervention Prgm. of Monmouth & Ocean Cnty.	Wall,	NJ	Patricia Wolfinger	(908) 449-5000
ECLC of New Jersey	Chatham,	NJ	Dulcie A. Freeman, Ed.D.	(201) 941-4011
Eden II School for Autistic Children	Staten Island,	NY	Dr. Fred West	(718) 816-1422
Eden Institute	Princeton,	NJ	Dr. David L. Holmes	(609) 987-0099
Edgemeade-Raymond Rodgers, Jr. School	Upper Marlboro,	MD	Donna Grubb	(301) 888-1330
Elon Homes for Children	Elon College,	NC	Richard P. Walker	(919) 584-0091
Elwyn, Inc.	Elwyn,	PA	Dr. Sandra Cornelius	(215) 891-2000
Eton Academy	Birmingham,	MI	Mary Van der Tuin	(312) 642-1150
Evergreen Center	Milford,	MA	Robert F. Littleton, Jr.	(508) 478-5597
Excelsior Youth Centers, Inc.	Aurora,	CO	William C. Gregory	(303) 693-1550
F.L. Chamberlain School	Middleboro,	MA	William Doherty	(617) 947-7825
Farr Academy	Cambridge,	MA	Thomas F. Culhane	(617) 492-4922
Felician School for Exceptional Children	Lodi,	NJ	Sr. Mary Ramon Borkowski	(201) 777-5355
Forbush School	Towson,	MD	Dr. Burton H. Lohnes	(410) 938-3000
Forum School	Waldwick,	NJ	Dr. Steven Krapes	(201) 444-5882
Founders School	East Haddam,	CT	Gregory P. Norman	(203) 873-1489
Frost Center	Rockville,	MD	Sean McLaughlin	(301) 933-3451
Gables Academy	Atlanta,	GA	Dr. James Meffen	(404) 377-1721
Gateway School of New York	New York,	NY	Dr. Davida Sherwood	(212) 628-3560
Gibault School	Terre Haute,	IN	Daniel P. McGinley	(812) 299-1156
Gifford School, Inc.	Weston,	MA	Michael J. Bassichis	(617) 899-9500
Gillis Center	Kansas City,	MO	Barbara O'Toole	(816) 363-1414
Grafton School	Berryville,	VA	Robert W. Stieg, Jr.	(703) 955-2400
Green Brook Academy	Bound Brook,	NJ	Dr. Edward J. Dougherty	(908) 469-8677
Greentree School	Philadelphia,	PA	Cathleen R. Duplantis	(215) 843-4528
Hallen School	Mamaroneck,	NY	Carol LoCascio	(914) 381-2006
Hammitt School (of the Baby Fold)	Normal,	IL	Wendell Hess	(309) 452-1170
Hannah More Center	Reisterstown,	MD	Mark Waldman	(410) 526-5000
Harmony Heights School	Oyster Bay Cove,	NY	Donald E. Lafayette	(516) 922-6688
Harmony Hill School	Chepachet,	RI	Terrence J. Leary	(401) 949-0690
Harry S. Tack Education Center	Sewickley,	PA	Dr. Jean Becker	(412) 741-1800
Heartspring	Wichita,	KS	Jack E. Andrews	1-800-835-1043
Henry Viscardi School	Albertson,	NY	Andrew S. Rothstein	(516) 747-5400
High Road School	East Brunswick,	NJ	Dr. Ellyn Lerner	(908) 238-7700
HMS School for Children with Cerebral Palsy	Philadelphia,	PA	Diane Gallagher	(215) 222-2566

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National Association of Private Schools for Exceptional Children Member Schools

Name	City	State	Director	Phone
Holmstead School	Ridgewood,	NJ	Patricia G. Whitehead	(201) 447-1696
Hope School	Springfield,	IL	Thomas R. Jones	(217) 786-3350
Howard Schools	Atlanta,	GA	Dr. Mary Ben McDorman	(404) 377-7436
Hunterdon Learning Center	Califon,	NJ	James R. Butters	(201) 832-7200
Illinois Center for Autism	Fairview Heights,	IL	Carol Madison	(618) 398-7500
Institute for the Redesign of Learning	South Pasadena,	CA	Nancy Lavelle, Ph.D.	(213) 257-3006
Ivymount School	Rockville,	MD	Shari Gelman	(301) 469-0223
Jean Weingarten Peninsula Oral School for the Deaf	Belmont,	CA	Kathleen Daniel Sussman	(415) 593-1848
Jefferson Cnty. Community Cntr.	Lakewood,	CO	Arthur W. Hogling	(303) 233-3363
Jewish Education for Special Children	Fair Lawn,	NJ	Cheryl A. Edelestein	(212) 547-4420
John Tracy Clinic	Los Angeles,	CA	Dr. James H. Garrity	1-800-522-4582
Joseph Academy, Inc.	Niles,	IL	Michael E. Schack	(708) 966-1080
Julia Dyckman Andrus Memorial	Yonkers,	NY	Dr. Gary O. Carman	(914) 965-3700
Just Kids	Middle Island,	NY	Steven Held	(516) 924-0008
Katharine Dean Tillotson School	Pittsburgh,	PA	Thomas W. Fogarty	(412) 881-2288
Kemmerer Village	Assumption,	IL	Michael A. Havera	(217) 226-4451
Kennedy Krieger School	Baltimore,	MD	Dr. Robin P. Gallico	(410) 550-9100
KidsPeace	Orefield,	PA	John P. Peter	(215) 867-5061
Kingsway Learning Cntr.	Haddonfield,	NJ	David J. Penner	(609) 428-8108
Lake Grove School	Lake Grove,	NY	Albert A. Brayson, II	(516) 585-8776
Lakeview School/CPA of Middlesex County	Edison,	NJ	Dominic Ursino	(908) 549-5580
LATCH School	Phoenix,	AZ	Sandra Landy	(602) 995-7366
Lawrence Hall Youth Serv.	Chicago,	IL	Pamela L. Barnet	(312) 769-3500
League School of Boston	Newtonville,	MA	Herman T. Fishbein	(617) 964-3260
Learning Center	Waltham,	MA	Edmund T. Hegarty	(617) 893-6000
Learning Center for Deaf Children	Framingham,	MA	Warren A. Schwab	(508) 879-5110
Learning Center for Exceptional Children, Inc.	Paramus,	NJ	Linda J. Buonauro	(201) 967-5612
Leary School	Alexandria,	VA	Gene Mealo	(703) 573-5400
Lexington School for the Deaf	Jackson Heights,	NY	Dr. Oscar P. Cohen	(718) 899-8800
Lighthouse School	Chelmsford,	MA	Dr. Michael Pappafagos	(508) 256-9300
Little City Foundation	Chicago,	IL	Alan Dachman	(312) 282-2207
Little Keswick	Keswick,	VA	Marc J. Columbus	(804) 295-0457
Little Village School	Garden City,	NY	Caryl Bank	(516) 746-5575
Lodge School	Rockville,	MD	Rose Hayes Nine	(301) 424-6300
Lord Stirling Schools	Basking Ridge,	NJ	Joseph E. Gorga	(201) 766-1766
Louise Whitbeck Fraser Comm. Serv.	Minneapolis,	MN	Diane Cross	(612) 861-1688
Maplebrook School	Amenia,	NY	Dr. Roger Fazzone	(914) 373-8191
Marin Academic Center	San Rafael,	CA	Joan Moody	(415) 462-9557
Marklund Day School	Roselle,	IL	Beverly Michalski	(708) 307-1997
Mashburn School	Aiken,	SC	Marilyn Dyer	(803) 642-5067
Massasoit School	Braintree,	MA	Joseph Collins	(617) 380-3817
Matlock Academy	West Palm Beach,	FL	Daphne Grad	(407) 687-0327
May Institute	Chatham,	MA	Dr. Walter P. Christian	(508) 945-1147
Midland School	North Branch,	NJ	Dr. Edward G. Scagliotta	(908) 722-8222
Mill Creek School	Philadelphia,	PA	Dr. Stanley C. Diamond	(215) 471-2169
Mill Neck Manor	Mill Neck,	NY	Dr. Mark Prowatzke	(516) 922-4100
Mill Springs Academy	Atlanta,	GA	Tweetie L. Moore	(404) 255-5061
Millcreek of Arkansas	Fordyce,	AR	Wanda Miles-Bell	(501) 352-8203
Millcreek School	Magee,	MS	Margaret F. Tedford	(601) 849-4221
NCH School	East Hartford,	CT	Norman Turchi	(203) 569-0140
New Dominion School	Dillwyn,	VA	Chris Yates	(804) 983-2051

National Association of Private Schools for Exceptional Children Member Schools

Name	City	State	Director	Phone
New Interdisciplinary School	Medford,	NY	Claire Salant	(516) 924-5583
New York School for the Deaf	White Plains,	NY	Dr. Thomas F. Colasuonno	(914) 949-7310
Notre Dame of Dallas	Dallas,	TX	Sister Barbara Kraus	(214) 720-3911
NY Institute for Special Education	Bronx,	NY	Dr. Robert L. Guarino	(212) 519-7000
Oakwood School	Annandale,	VA	Robert C. McIntyre	(703) 941-5788
PA School for the Deaf	Philadelphia,	PA	Joseph E. Fischgrund	(215) 951-4700
Palisades Learning Cntr	Paramus,	NJ	Jeffery P. Kahn	(201) 262-2270
Parish School	Houston,	TX	Robbin Parish	(713) 467-4696
Pathway School	Jeffersonville,	PA	William A. O'Flanagan	(215) 277-0660
Pike School	Haverhill,	NH	Dr. Francis J. McCabe	(603) 989-5862
Pilot School	Wilmington,	DE	Doris LeStourgeon	(302) 478-1740
Pine Grove	Elgin,	SC	Carl E. Herring	(803) 438-3011
Pines Residential Treatment Center	Portsmouth,	VA	Edward C. Irby	(804) 393-0061
Preschooler's Place for Learning	Wading River,	NY	Helene A. Greenberg	(516) 929-3833
Pressley Ridge School	Pittsburgh,	PA	William Clark Luster	(412) 321-6995
Princeton School for Exceptional Children	Titusville,	NJ	Deborah R. Hritz	(609) 737-7733
Rehab. Institute of Pittsburgh	Pittsburgh,	PA	William Bauer	(412) 521-9000
Riverbrook School	Stockbridge,	MA	Joan S. Burkhard	(413) 298-4926
Riverview School	East Sandwich,	MA	Richard D. Lavoie	(508) 888-0489
Rochester School for the Deaf	Rochester,	NY	Harold Mowl, Jr.	(716) 544-1240
Rugby School	Wall,	NJ	Donald J. DeSanto	(201) 681-6900
School for Contemporary Ed.	Baltimore,	MD	Artha Johansen	(410) 235-9292
School for Contemporary Ed.	Annandale,	VA	Dr. Sally A. Sibley	(703) 941-8810
SEARCH Day Program	Ocean,	NJ	Kenneth F. Appenzeller	(201) 531-0454
South Central Community Services, Inc.	Chicago,	IL	Felicia Y. Blasingame, Ed.D.	(312) 483-0900
Space Coast Early Intervention Center	Palm Bay,	FL	Betsy Farmer	(305) 729-6858
Spaulding Youth Center	Tilton,	NH	Dr. Edward G. DeForrest	(603) 286-8901
Springall Academy	La Jolla,	CA	Dr. Peter S. Springall	(619) 459-9047
St. Anne Institute	Albany,	NY	Ralph Fedullo	(518) 489-7411
St. Charles Educational & Therapeutic Cntr	Port Jefferson,	NY	Dr. Marie E. Ficano	(516) 331-6400
St. Joseph Carondelet	Chicago,	IL	James McLaughlin	(312) 624-7443
St. Mary's School for the Deaf	Buffalo,	NY	David Updegraff, Ph.D.	(716) 834-7200
Starr Commonwealth School	Columbus,	OH	Robert J. Marx	(614) 491-5784
Stetson School	Barre,	MA	Richard J. Robinson	(508) 355-4541
Summit School	Elgin,	IL	M. Ruth Tofanelli	(708) 468-0490
T&M Ranch	Indiantown,	FL	Susan W. Padgett	(407) 597-2315
Three Springs	Huntsville,	AL	Mike Watson	(205) 880-3339
Timber Ridge School	Winchester,	VA	Dr. John M. Markwood	(703) 667-6303
Troywood School	West Palm Beach,	FL	Lawrence Winberg	(407) 969-3000
Turner School	Baytown,	TX	Nancy Robeson	(713) 421-4880
UCP of Monmouth & Ocean County	Neptune,	NJ	Anita M. Kneeley	(201) 922-8383
Valley Academy	Chattanooga,	TN	Maxine Levy	(615) 894-4220
Valley View School	North Brookfield,	MA	Dr. Phillip G. Spiva	(508) 867-6505
Valleyhead	Lenox,	MA	Matthew J. Merritt	(413) 637-3636
Villa Maria School	Timonium,	MD	John M. Pumphrey	(410) 252-6343
Westchester Exceptional Children's School	Purdys,	NY	Linda Murphy	(914) 277-5533
Westchester School for Special Children	Yonkers,	NY	Thomas C. Timmons	(914) 376-4300
Western PA School for the Deaf	Pittsburgh,	PA	Dr. William N. Craig	(412) 371-7000
Wheeler Clinic, Inc. (Northwest Village School)	Plainville,	CT	Dennis Keenan	(203) 747-6801
Wilson Center	Faribault,	MN	Kevin Mahoney	1-800-328-4873
Woods Schools	Langhorne,	PA	Dr. Robert G. Griffith	(215) 750-4000

National Association of Private Schools for Exceptional Children Member Schools

Name	City	State	Director	Phone
Y A L E School	Cherry Hill,	NJ	Louie Sarandoulas	(609) 795-9288
Youth Consultation Center	Newark,	NJ	Stuart Grant	(201) 482-8411
Youth Development Corporation	Ironton,	OH	Phillip R. Flesher	(614) 377-9980

Council of Affiliated State Associations

Name	Director	City	State	Phone
ASAH	Gerard Thiers	Robbinsville,	NJ	(609) 259-6385
CAPSEF	Mary Keenan	Plainville,	CT	(203) 525-2207
CAPSES	Wayne Miyamoto	Sacramento,	CA	(916) 447-7061
Child Care Association of Illinois	Bridget Helmholz	Chicago,	IL	(217) 528-4409
IAPSEC	Pamela Barnet	Chicago,	IL	(312) 769-3500
MAAPS	James Major	Danvers,	MA	(617) 245-1220
MANSEF	Myrna Cardin	Towson,	MD	(410) 938-3000
NHPSEA	Sharon Kaiser	Keene,	NH	(603) 358-3384
NYSAPSAEC	Dr. Robert Guarino	Bronx,	NY	(212) 519-7000
OASES	Thomas Darnowski	Springfield Gardens,	NY	(718) 525-3414
PCCS	Dr John Pierce	Harrisburg,	PA	(717) 231-1600
VAISEF	Beth Skufca	Richmond,	VA	(804) 649-4978

The College Board
45 Columbus Avenue New York, New York 10023-6992
(212) 713-8000

Office of the President

STATEMENT OF THE COLLEGE BOARD ON THE REAUTHORIZATION OF CHAPTER 1 OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

BY

DONALD M. STEWART
PRESIDENT

TO THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

HONORABLE DALE E. KILDEE
CHAIRMAN

A nonprofit educational association serving students, schools, and colleges through programs designed to expand educational opportunity

MY NAME IS DONALD M. STEWART, PRESIDENT OF THE COLLEGE BOARD. I AM PLEASED TO SUBMIT THIS STATEMENT ON BEHALF OF THE BOARD, A NATIONAL NONPROFIT MEMBERSHIP ASSOCIATION OF MORE THAN 2800 MEMBER SCHOOLS, COLLEGES, AND AGENCIES IN SECONDARY AND POSTSECONDARY EDUCATION THAT IS WORKING FOR EDUCATIONAL EXCELLENCE AND EQUITY AND FOR ATTAINMENT OF THE NATIONAL EDUCATION GOALS. THE BOARD PROMOTES--BY MEANS OF RESPONSIVE FORUMS, RESEARCH, PROGRAMS, AND POLICY DEVELOPMENT--UNIVERSAL ACCESS TO HIGH STANDARDS OF LEARNING, EQUITY OF OPPORTUNITY, AND SUFFICIENT FINANCIAL SUPPORT SO THAT EVERY STUDENT IS PREPARED FOR SUCCESS IN COLLEGE AND WORK.

IT IS BECAUSE OF OUR INTEREST IN PROMOTING EDUCATIONAL EXCELLENCE AND EQUITY THAT I AM COMPELLED TO SPEAK ABOUT THE REAUTHORIZATION OF THE ELEMENTARY AND SECONDARY EDUCATION ACT (ESEA). THE ISSUES THAT LED TO THE PASSAGE OF THE ESEA IN 1965 AND THE FORMULATION OF THE CHAPTER 1 PROGRAM REMAIN THE SAME. A KEY ISSUE THEN WAS, AND IS NOW, HOW DO WE PROVIDE EQUAL EDUCATIONAL OPPORTUNITY FOR ALL STUDENTS? THE ANSWER THEN, IN THE MINDS OF MANY, WAS PROVIDING REMEDIAL EDUCATION TO MAKE UP FOR THE INTELLECTUAL SHORTCOMINGS OF SOME STUDENTS. AND THE ANSWER THEN INCLUDED AN APPROACH IN WHICH WASHINGTON IMPOSED A SOLUTION ON LOCAL EDUCATORS WITH LITTLE ROOM FOR FLEXIBILITY OR CREATIVITY.

TODAY THE ANSWERS ARE MUCH DIFFERENT, DUE IN LARGE PART TO THE EFFORTS OF THIS SUBCOMMITTEE UNDER FORMER CHAIRMAN AUGUSTUS

HAWKINS. THE HAWKINS-STAFFORD AMENDMENTS TO THE ACT FIVE YEARS AGO BROUGHT ABOUT MANY OF THE CHANGES WE LONG FELT WERE NEEDED TO IMPROVE THE PROGRAM. TODAY THERE IS MUCH LESS EMPHASIS ON REMEDIATION AND MUCH MORE EMPHASIS ON HIGH STANDARDS. AND THERE IS GROWING OPTIMISM THAT THE PROGRAM CAN ACHIEVE THE FULL PROMISE IT HELD MANY YEARS AGO.

YET EVEN TODAY WE ARE NOT AT THE POINT WE NEED TO BE WITH THIS PROGRAM. THE SINGLE MOST PRESSING ISSUE CONFRONTING AMERICAN EDUCATION DURING THE NEXT TWENTY-FIVE YEARS IS: HOW CAN WE MOBILIZE CHANGE IN THIS NATION'S SCHOOLS TO ENSURE THAT EVERY STUDENT--EVERY STUDENT-- HAS THE OPPORTUNITY TO ACHIEVE ACADEMIC EXCELLENCE?

ANYONE INVOLVED WITH CHAPTER 1 UNDERSTANDS THE VITAL ROLE OF THIS PROGRAM, AS WELL AS THE STAKES INVOLVED. THE STUDENTS IN CHAPTER 1 PROGRAMS HAVE BEEN GIVEN MANY LABELS, SOME OF WHICH ARE QUITE PERNICIOUS. THESE STUDENTS MIGHT BEST BE CLASSIFIED AS "EDUCATIONALLY DISENFRANCHISED," BECAUSE WHILE THE WHOLE OF SOCIETY HAS MOVED FORWARD ECONOMICALLY, CULTURALLY AND SOCIALLY, THESE STUDENTS HAVE BEEN LEFT BEHIND, THROUGH NO FAULT OF THEIR OWN. HOWEVER, WITH SUFFICIENT GUIDANCE AND SUPPORT THESE STUDENTS RECEIVE THE OPPORTUNITIES THEY NEED, AND DESERVE, TO HAVE A CHANCE AT ACADEMIC SUCCESS.

MUCH OF THE TALK IN WASHINGTON AND IN STATE CAPITALS ACROSS THE COUNTRY IS ABOUT "SYSTEMIC REFORM." WE CAN ADD THIS PHRASE TO THE LONG LIST OF EDUCATIONAL JARGON. HOWEVER, IT SEEMS TO CAPTURE THE ESSENCE OF WHAT WE MUST ACHIEVE IF WE ARE TO BRING MEANINGFUL, SUSTAINED CHANGE TO OUR SCHOOLS. IT CAPTURES THE VISION AND THE SPIRIT OF CHANGES BEING PURSUED IN MANY PARTS OF THE COUNTRY, THROUGH CHAPTER 1 REFORM INITIATIVES, THROUGH PARTICIPATION IN INDEPENDENT PROGRAMS SUCH AS THE COLLEGE BOARD'S EQUITY 2000 AND PACESETTER, AND THROUGH PARTNERSHIPS WITH INSTITUTIONS OF HIGHER EDUCATION IN THE AREA.

THE OLD WAY OF GOING ABOUT MAKING CHANGES IN EDUCATION--SOLVING INDIVIDUAL PROBLEMS AND MAKING INCREMENTAL PROGRESS--SIMPLY WON'T CUT IT ANYMORE. TOO MANY STUDENTS STILL GET LEFT BEHIND, AND TOO MANY STILL END UP EDUCATIONALLY DISENFRANCHISED. THE EDUCATION COMMISSION OF THE STATES HAS DEVELOPED A SET OF CRITERIA (TO WHICH THE COLLEGE BOARD AND OTHER GROUPS SUBSCRIBE) TO HELP DETERMINE WHEN SYSTEMIC REFORM HAS BEEN ACHIEVED. THESE ARE:

- FIRST, BROAD AGREEMENT THAT, IN THE NEW SYSTEM, ALL STUDENTS ARE PUSHED TO LEARN AT HIGHER LEVELS; THE TEACHER IS A COACH, FACILITATOR, AND SUPPORTER; THE COUNSELOR HAS A PROMINENT ROLE IN MOTIVATING STUDENTS TO

EXCEL; AND PRINCIPALS AND SUPERINTENDENTS FUNCTION AS CHIEF ACADEMIC OFFICERS;

- SECOND, WITHIN THE SCHOOLS, THE NORM INCLUDES ALL STUDENTS ACTIVELY ENGAGED IN LEARNING, AND STUDENT ASSESSMENTS BASED ON A COMMON VISION OF DESIRED OUTCOMES.
- THIRD, SYSTEM-WIDE POLICIES THAT SUPPORT CONTINUOUS REASSESSMENT AND REFORM OF PROGRAMS AND ACTIVITIES, CURRICULUM FRAMEWORKS WITH HIGH ACHIEVEMENT STANDARDS, AND FLEXIBLE INSTRUCTIONAL MATERIALS AND METHODS TO MEET DIVERSE STUDENT NEEDS.

CONSISTENT WITH THESE PRINCIPLES OF SYSTEMIC REFORM, WE CONTEND THAT HIGH STANDARDS FOR ALL MUST, AND WILL, BECOME THE HALLMARK OF ALL EDUCATION PROGRAMS IN THE 1990'S, INCLUDING CHAPTER 1. THE COLLEGE BOARD, IN RECOMMENDATIONS ON THE ELEMENTARY AND SECONDARY EDUCATION ACT SUBMITTED TO CONGRESS, SUGGESTED THAT CHAPTER 1 SHOULD ENCOURAGE ATTAINMENT OF THE SAME HIGH STANDARDS AMONG SO-CALLED "STUDENTS AT RISK" THAT ARE EXPECTED OF THOSE WHO ARE NOT, AND IT MUST PROVIDE THE NECESSARY RESOURCES TO ENABLE ALL STUDENTS TO ACHIEVE THOSE STANDARDS. ALL STUDENTS--ALL STUDENTS--SHOULD BE HELPED TO SUCCEED IN A RIGOROUS ACADEMIC PROGRAM.

THESE ARE SOME OF THE PARTICULAR CHANGES WE RECOMMENDED FOR CHAPTER 1:

- EXTENDING CHAPTER 1 ASSISTANCE TO ALL STUDENTS AT RISK IN GRADES PRE-K THROUGH 12. GAINS MADE WITH FEDERAL SUPPORT IN THE ELEMENTARY AND MIDDLE SCHOOL YEARS MUST BE SUSTAINED THROUGH THE SECONDARY LEVEL. THOSE WHO INVEST SO MUCH ENERGY AND COMMITMENT INTO STUDENTS AT THE EARLY YEARS KNOW AND UNDERSTAND THE HEARTBREAK OF WATCHING STUDENTS BECOME DISENFRANCHISED BECAUSE OF LACK OF SUPPORT AT THE MIDDLE AND HIGH SCHOOL LEVELS.
- AMENDING THE CURRENT LAW TO BETTER COORDINATE CHAPTER 1 SCHOOL IMPROVEMENT WITH REGULAR SCHOOL PROGRAMS TO ENHANCE STUDENTS' PERFORMANCE LEVELS. LET'S MAKE EVERY ASPECT OF THE SCHOOL EXPERIENCE WORK AS A "SEAMLESS WEB" IN SUPPORT OF EACH STUDENT'S ACADEMIC DEVELOPMENT.
- EMPHASIZING GUIDANCE AND COUNSELING, PARTICULARLY FOR LOWER-ACHIEVING STUDENTS. OUR EXPERIENCE WITH COLLEGE BOARD INITIATIVES SUCH AS EQUITY 2000 SUGGESTS THAT WHEN TEACHERS AND COUNSELORS WORK JOINTLY, THEY HAVE A TREMENDOUS IMPACT ON STUDENT MOTIVATIONS AND ASPIRATIONS TO SUCCEED TO HIGHER LEVELS. WHEN WE ALSO BRING PARENTS IN AS ACTIVE PARTNERS IN THEIR CHILD'S

LEARNING, WE HAVE MADE SIGNIFICANT STRIDES TOWARD ENSURING A CHILD'S SUCCESS IN SCHOOL AND BEYOND.

-- INTEGRATING INSTRUCTION AND ASSESSMENT THAT WILL HELP TEACHERS AND ADMINISTRATORS FOCUS ON WHAT STUDENTS SHOULD KNOW AND BE ABLE TO DO IN CORE SUBJECT AREAS.

-- SEPARATING TESTING FOR ACCOUNTABILITY AND TESTING FOR INDIVIDUAL DEVELOPMENT UNDER CHAPTER 1 AND RELATED FEDERAL PROGRAMS.

-- SEEKING AN END TO TRACKING AND TO "PULLOUT" PRACTICES, COMMON IN CHAPTER 1, THAT LEAD TO ACADEMIC TRACKING.

WE'RE FORTUNATE IN ONE SENSE, AND THAT IS THAT THE QUESTION IS NO LONGER "WHAT CAN WE DO?" OR "WHAT CAN POSSIBLY WORK?" WHEN IT COMES TO PROVIDING EQUAL OPPORTUNITIES FOR LOWER-ACHIEVING STUDENTS. WE KNOW WHAT WORKS! THE QUESTION NOW IS, DO EDUCATORS HAVE THE RESOLVE AND COMMITMENT TO IMPLEMENT WHAT WORKS? SOME DO. SOME, THROUGH DEDICATION AND CREATIVITY, HAVE REACHED THE MINDS AND HEARTS OF STUDENTS. SOME SCHOOL SYSTEMS HAVE SHOWN THE RESOLVE TO TAKE THE BIG STEPS TOWARD EDUCATIONAL REFORM.

OF COURSE, AS THOSE WHO ARE PILOTING NEW AND INNOVATIVE PROGRAMS CAN ATTEST TO, TAKING ON THIS CHALLENGE IS NOT EASY. IT'S NOT EASY BECAUSE IT MEANS RE-THINKING THE TRADITIONAL APPROACH TO EDUCATION. IT MEANS CHALLENGING TRADITIONAL ASSUMPTIONS OF THE

EDUCATIONAL ESTABLISHMENT. IT MEANS GETTING TEACHERS AND COUNSELORS TO OPERATE UNDER A BELIEF SYSTEM THAT SAYS THAT EVERY STUDENT CAN LEARN, GIVEN THE PROPER SYSTEM OF SUPPORT. IT MEANS "BUSINESS AS USUAL" SIMPLY WON'T CUT IT ANY MORE--IN THE SCHOOLS, OR IN POLICYMAKING BODIES CONSIDERING LEGISLATIVE PROPOSALS FOR THOROUGHGOING SYSTEMIC EDUCATION REFORM.

THE COLLEGE BOARD'S PRE-COLLEGE INTERVENTION MODEL PROGRAM, EQUITY 2000, EXEMPLIFIES THIS NEW APPROACH TO EDUCATIONAL REFORM--ONE THAT ENSURES MEANINGFUL, SYSTEMIC CHANGE TO HELP EVERY STUDENT.

EQUITY 2000 IS A DEMONSTRATION PROJECT UNDERWAY AT SIX SITES--FORT WORTH, TEXAS, SAN JOSE, CALIFORNIA, MILWAUKEE, WISCONSIN, NASHVILLE, TENNESSEE, PROVIDENCE, RHODE ISLAND AND PRINCE GEORGE'S COUNTY, MARYLAND. BASED ON RESEARCH SHOWING THAT MASTERY OF MATHEMATICS IS A "LINCHPIN" FOR ACCESS TO AND SUCCESS IN COLLEGE, EQUITY 2000 AIMS TO FOSTER SCHOOL DISTRICT-WIDE IMPROVEMENT IN MATHEMATICS AS A KEY INGREDIENT IN EQUALIZING ACCESS TO AND SUCCESS IN COLLEGE FOR MINORITY AND MAJORITY STUDENTS. THE PROJECT INTEGRATES MUCH OF WHAT THE NATIONAL CURRICULUM AND ASSESSMENT MOVEMENT NOW IDENTIFIES AS ESSENTIAL, INCLUDING STANDARD-SETTING, PREPARING TEACHERS TO HELP STUDENTS SUCCEED, ELIMINATING TRACKING, ESTABLISHING HIGH EXPECTATIONS FOR ALL STUDENTS, AND OFFERING GUIDANCE AND COUNSELING SUPPORT.

THE PROGRAM SEEKS TO ENSURE THAT, BY THE END OF THE CENTURY, MINORITY STUDENTS WILL ATTEND COLLEGE AT THE SAME RATE AS NON-MINORITY STUDENTS. THIS AMBITIOUS GOAL REPRESENTS THE COLLEGE BOARD'S COMMITMENT TO THE DUAL PRINCIPLES OF ACADEMIC EXCELLENCE AND ACADEMIC EQUITY, AND THE BELIEF THAT ALL WE DO IN EDUCATION MUST BE GUIDED BY ADHERENCE TO THOSE PRINCIPLES.

EQUITY 2000 FOCUSES DIRECTLY ON WHAT NEEDS TO HAPPEN TO GET TRADITIONALLY UNDERREPRESENTED MINORITY STUDENTS INTERESTED IN ATTENDING COLLEGE, BEGINNING WITH THE MIDDLE GRADES. ITS EMPHASIS IS ON ELIMINATING ACADEMIC TRACKING--THE PERNICIOUS BUT ALL-TOO-COMMON PRACTICE THAT MAKES JUDGMENTS ON STUDENT ABILITIES AND ENDS WITH AN OVERREPRESENTATION OF LOW-INCOME AND MINORITY STUDENTS IN DEAD-END TRACKS..

AS WE KNOW, TRACKING ALMOST ALWAYS MEANS THAT THOSE STUDENTS WHO NEED THE MOST SUPPORT TO RAISE PERFORMANCE LEVELS GET THE LEAST, WHILE THOSE WHO NEED IT THE LEAST HAVE IT SHOWERED ON THEM. THE CONSEQUENCE IS A TWO-TIERED ELITIST SYSTEM OF EDUCATION CHARACTERIZED BY THE FOLLOWING CONDITIONS:

- FIRST, POOR AND MINORITY STUDENTS ARE UNDERREPRESENTED IN COLLEGE-PREP CLASSES SUCH AS ALGEBRA AND GEOMETRY, AND OVERREPRESENTED IN DEAD-END CLASSES SUCH AS CONSUMER MATH AND GENERAL MATH. THESE DEAD-END CLASSES, INCIDENTALLY, LEAD DIRECTLY TO DEAD-END CAREERS AND, FOR SOME, A DEAD-END LIFE.

- SECOND, THIS TWO-TIERED SYSTEM MEANS HAVING GUIDANCE COUNSELORS WHO AUTOMATICALLY PRESUME THAT POOR AND MINORITY STUDENTS HAVE NEITHER THE CAPABILITIES NOR THE INCLINATIONS TO ATTEND COLLEGE, AND WHO THEREFORE DON'T EVEN BOTHER TO GIVE THEM INFORMATION ABOUT COURSE REQUIREMENTS FOR COLLEGE OR FINANCIAL AID OPTIONS;
- THIRD, THE SYSTEM MEANS HAVING TEACHERS WHO FAIL TO PROVIDE THE NECESSARY ENCOURAGEMENT AND ENRICHMENT TO MINORITY AND POOR STUDENTS BECAUSE THEIR EXPECTATIONS OF THOSE STUDENTS' SUCCESS ARE SO LOW.

WHAT IS MOST DISCOURAGING IS THAT TRACKING FREQUENTLY STARTS WITH ABILITY GROUPING AT THE PRIMARY SCHOOL LEVEL, KINDERGARTEN AND FIRST OR SECOND GRADE, WHEN SOME KIDS ARE PUT IN THE "BLUEBIRDS" GROUP AND OTHER KIDS ARE PUT IN THE "REDBIRDS" GROUP. IT TAKES KIDS JUST A FEW MINUTES TO FIGURE OUT WHICH IS THE MORE DESIRABLE GROUP. IT IS TRULY REGRETTABLE THAT, WITHIN SOME SCHOOLS, CHAPTER 1 EVEN CONTRIBUTES TO THIS ABILITY GROUPING SYSTEM. THAT LEADS TO TRACKING AT THE LATER GRADE LEVELS.

AND IT IS HEARTBREAKING TO KNOW THAT ONCE A CHILD IS PUT IN A GROUP, MANY TIMES THEY CAN'T GET OUT OF IT NO MATTER HOW WELL THEY DO. THERE IS, IN EFFECT, A "GLASS CEILING" IN THE FIRST AND SECOND GRADE.

INSTEAD OF TRACKING KIDS INTO REMEDIAL MATHEMATICS AND OTHER COLLEGE-PREP COURSES, EQUITY 2000 REQUIRES ALL STUDENTS TO TAKE ALGEBRA AND GEOMETRY IN THE NINTH AND TENTH GRADES, AND GIVES THEM SUPPORT AND ENCOURAGEMENT TO ACHIEVE EXCELLENCE IN THE CLASSROOM AND THEREBY ASPIRE TO ATTEND COLLEGE. EQUITY 2000 ATTEMPTS TO GET AT THE CORE OF WHAT NEEDS TO BE DONE TO DIVERSIFY OUR SCHOOLS, OUR UNIVERSITY CAMPUSES, AND EVENTUALLY OUR PROFESSIONAL OFFICES.

EQUITY ENCOMPASSES SEVERAL COMPONENTS, INCLUDING:

-- SUMMER INSTITUTES FOR ALL EIGHTH, NINTH AND TENTH GRADE MATH TEACHERS, TO ASSIST THEM IN MASTERING THEIR CONTENT KNOWLEDGE AND IMPROVING THEIR INSTRUCTIONAL SKILLS IN ALGEBRA AND GEOMETRY, AND TO HELP THEM IMPROVE THEIR UNDERSTANDING OF EQUITY ISSUES. BECAUSE STAFF DEVELOPMENT IS ABSOLUTELY VITAL TO ANY PROGRAM OF REFORM, WE PLACE A HIGH PRIORITY ON INSERVICE TRAINING FOR TEACHERS AND COUNSELORS.

-- INSTITUTES AND WORKSHOPS FOR GUIDANCE COUNSELORS, WHO CAN WORK COOPERATIVELY WITH MATH TEACHERS TO FOSTER ENROLLMENT IN

THESE COLLEGE-PREP CLASSES, AND WHO CAN BUILD STUDENT ASPIRATIONS TOWARD A COLLEGE DEGREE BEGINNING EVEN AT THE MIDDLE GRADE LEVEL;

-- ACADEMIC ENRICHMENT ACTIVITIES FOR STUDENTS. OUR STUDENT ACADEMIC ENRICHMENT ACTIVITIES, WHICH WE WILL INITIATE THIS YEAR AT EACH SITE, REPRESENT THE CORE OF OUR PROGRAM. THOSE ACTIVITIES INCLUDE SUMMER SCHOLARS PROGRAMS, SATURDAY ACADEMIES, AND ACADEMIC ENRICHMENT LABS.

AS YOU CAN SEE, NONE OF THESE PROGRAM COMPONENTS IS NEW IN AND OF ITSELF. WHAT IS NEW IS THAT EQUITY 2000 REPRESENTS THE FIRST COORDINATED EFFORT TO ELIMINATE TRACKING THROUGHOUT AN ENTIRE SCHOOL SYSTEM, AND TO OFFER THE ACADEMIC PREPARATION AND SUPPORT EACH STUDENT NEEDS TO EXCEL IN COLLEGE-PREP CLASSES. WE AREN'T RE-INVENTING THE WHEEL, WE'RE SIMPLY TAKING THE BEST PARTS OF TIME-TESTED PRE-COLLEGE INTERVENTION STRATEGIES AND APPLYING THEM IN A COMPREHENSIVE WAY THROUGHOUT ENTIRE SCHOOL SYSTEMS.

THE CHALLENGE IS NOT IN TRYING TO OUTSMART THE EXPERTS AND COME UP WITH COMPLETELY NEW AND INNOVATIVE PLANS. THE CHALLENGE IS GETTING SUPERINTENDENTS, PRINCIPALS, COUNSELORS AND TEACHERS TO BELIEVE THAT EVERY STUDENT CAN LEARN AT THE HIGHEST LEVELS, AND TO PROVIDE OPPORTUNITIES TO ENABLE EVERY STUDENT TO FULFILL HIS OR HER ACADEMIC POTENTIAL. WE CAN DO SO BY PUTTING INTO PLACE THE

TIME-TESTED, SUCCESSFUL INTERVENTIONS THAT HAVE ALREADY GIVEN THOUSANDS OF KIDS AN OPPORTUNITY TO PURSUE A COLLEGE DEGREE.

WHILE EQUITY 2000 INITIALLY FOCUSES ON THE MIDDLE GRADES AND CHAPTER 1'S PRINCIPAL EMPHASIS IS ON THE PRIMARY GRADE LEVELS, THERE IS AN IMPORTANT CONNECTION BETWEEN THE TWO. THE COLLEGE BOARD ENVISIONS A "SEAMLESS IMPLEMENTATION" OF SYSTEMIC REFORM THAT BEGINS AT THE PRE-K LEVEL AND EXTENDS THROUGH THE COLLEGE EXPERIENCE. THEREFORE, PARTNERSHIPS BETWEEN EQUITY 2000, AS WELL AS SIMILAR INITIATIVES, AND CHAPTER 1 ARE ABSOLUTELY VITAL TO OUR SUCCESS.

WE HOPE THAT THIS REAUTHORIZATION OF THE ESEA WILL BUILD ON THE CONSIDERABLE SUCCESSES TO DATE IN CHAPTER 1'S NEARLY 30-YEAR HISTORY, BY KEEPING OR MODIFYING THOSE PARTS THAT WORK WELL AND CHANGING OR ELIMINATING THOSE THAT DO NOT--IN PARTICULAR, SUCH AS TRACKING. WE ALSO HOPE THAT THE REAUTHORIZATION WILL RECOGNIZE--AND WHERE POSSIBLE ATTEMPT TO INCORPORATE--THE DIVERSE RANGE OF INNOVATIVE EDUCATION REFORM EFFORTS THAT ARE SPRINGING UP AT ALL LEVELS AND IN MANY PARTS OF THE COUNTRY.

THANK YOU FOR THE OPPORTUNITY TO SUBMIT THIS TESTIMONY.

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